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ABSTRACT

Ghana first received Peace Corps assistance in 1961 (the first country in the world to receive volunteers) and since then volunteer strength has fluctuated from between 185 to 415 (presently 179). Secondary education has been the major thrust in programing until recently when Peace Corps/Ghana (PC/G) shifted its emphases to agriculture and rural development. As part of ACTION's annual evaluation process, PC/G program was evaluated during the spring of 1976. A combined method of field and onsite visits was the principal approach used in assessing the relevance, effectiveness, and efficiency of the program. A combination of interview, observation, and data analysis techniques were employed. The basic conclusion of the evaluation team is that while PC/G has made a significant contribution to the education sector of the country, it is now going through a period of transition which is influencing the effectiveness of the tools it uses to carry out its policies. Positive influences are seen coming from recent additions to the staff. Negative influences on the organizational tools are seen coming from the recent shift in policy from slot-filling to technology transfer programing that is implicit in the shift from secondary education to agricultural and rural development. The evaluation identified problems and made resultant recommendations for their solutions: (1) Exercise continued Peace Corps' presence in Ghana in accordance with current Country management plans, i.e., exercise a policy of gradual phase-down in agriculture and rural development, (2) shift programing from a slot-filling mode to a skill transfer mode, (3) continue to exercise a policy of collaboration with the international donor agencies, but at the same time explore the absorptive capacities of the host country in ways which are not dependent on the donor agencies, and (4) Peace Corps/Ghana should clarify its programing procedures with U.S. Embassy. (WL)

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PEACE CORPS/GHANA

COUNTRY PROGRAM EVALUATION

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Evaluation Division
June, 1976

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ACTION EVALUATION

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SUMMARY

Introduction

Ghana, located in Western Africa, has been governing itself for nineteen years. During this period it has gone through several economic and political shifts; initially from a period ... "of socialism designed to transform the country from an agricultural, tribally oriented society into a modern semi-industrialized state, to the current military controlled government with its emphasis on nationalism, self-reliance and a re-orientation of its deteriorated posture of international finance. Only four years old, the present government has announced that it plans to retain its authority until its goals have been achieved." 1/

Ghana first received Peace Corps assistance in 1961 and was the first country ever to receive volunteers anywhere in the world. Volunteer strength has fluctuated from between 185 to 415 since 1961. Current volunteer strength is 179. Secondary education has been the major thrust in programming until recently when Peace Corps Ghana shifted its emphasis to agriculture and rural development. Secondary education will require the greatest numbers of volunteers until approximately 1984 when self-sufficiency is expected by the government.

As part of ACTION's annual evaluation process, the Peace Corps Ghana (PC/G) program was evaluated during the Spring of 1976. A combined method of field and on-site visits was the principle approach used in assessing the relevance, effectiveness and efficiency of the program. A combination of interviews, observations and data analysis techniques were employed.

Findings

1. Peace Corps Ghana has contributed decisively to Ghana's implementation of a guaranteed free education policy for virtually any qualified Ghanaian desiring one up to a secondary education level. It is doubtful whether the Government of Ghana or any other international voluntary agency could have contributed similarly given their relatively limited resources. Peace Corps/Ghana supplies the Government

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1/ Cited from Background Notes, Ghana, Department of State Publication 8089, October 1973.

of Ghana with almost twice the number of volunteers provided by all of the other volunteer organizations combined and it has done so for over fifteen years. The majority of Peace Corps volunteers fill teaching positions in the rural areas of the country in places where Ghanaian teachers prefer not to live and work, making it possible for the Government to expand its program. It is estimated that Peace Corps' involvement in the education sector currently saves the Ministry of Education $600,000 annually in expenditures or approximately one-tenth of one percent of the national budget; a sizeable proportion out of an annual budget of only 1.2 billion dollars.

2. Peace Corps Ghana's plan to phase out of education and into agriculture and rural development is in concert with Ghana's current five year development plan and the development strategies of the international donor agencies. This plan emphasizes "self-sufficiency" in food production and balanced growth and a change in development priorities because of increasing self-sufficiency in the education sector. Peace Corps/Ghana and the Government of Ghana expect to have Peace Corps entirely out of the education sector within five to eight years. Plans are already underway to phase out of secondary education and slot-filling and into teacher training as a means of increasing the number of Ghanaian teachers at a faster rate. While the evaluation team was unable to verify conclusively the viability of this plan, sufficient support for the strategy was found at reasonably high levels of the Ghanaian Ministry of Education and Department of Manpower Planning to strongly suggest viability and continued concurrence by Peace Corps/Ghana. This concurrence, however, should not be taken merely on its face value. Teachers produced do not necessarily mean teachers employed as teachers. The evaluation team found that the vast majority of graduated teachers are being employed by the private sector because of it's preferred opportunity structure, and that Ghanaian teachers are not now being induced to live and work in the rural areas because of the lack of acceptable (by their standards) opportunity structures there. In fact, it is this "gap" that provides the underlying basis for Peace Corps' current participation in the education sector. It appears reasonable to expect, therefore, that any phasing out of the education sector will have to be accompanied by a correction in this gap.

3. The numbers of volunteers and the future of volunteer utilization are expected to decline unless existing organizational tools are improved. Existing tools are increasingly becoming inadequate due to the recent shift from "slot-filling" to "technology-transfer" programming. Peace Corps/Ghana continues to use training, program planning, evaluation and management tools which no longer are sufficient in the new program areas of agriculture and rural development. The reasons for these findings are as follows:

   a. Programming processes lag behind the absorptive capabilities of the country. The number of volunteers is expected by Peace Corps/Ghana to decline over the next five years to about 75% of current volunteer strength. Because of the phase down in education while phasing up in agriculture and rural development, a net loss of volunteers is expected over the next five years unless programming processes catch up with the absorptive capacities of the country.

   b. Peace Corps Ghana's approach to programming is primarily one that reacts to initiatives from the Government of Ghana. Except in its expressed desire to collaborate with the international donor agencies, few active initiatives are taken by the Peace Corps/Ghana staff in identifying and selling new and innovative programs in Ghana, especially in areas which involve generalists. Numbers of volunteers, therefore, are likely to remain below the current strength level.

   c. Volunteers in Ghana are generally more successful in fulfilling Goal 1 than Goals 2 and 3 of the Peace Corps Act.

   d. Relations with the host country government and with U. S. agencies (including the U. S. Embassy) are healthy, but could become strained as Peace Corps/Ghana moves increasingly toward technology transfer programming and collaboration with the Agency for International Development and with the World Bank. Relations with the volunteers are not good and are hindering the effective management of the program. Relations with Washington can be improved especially in the areas of communications between the organizational units and the extent and delegation of authority to the Country Director.

   e. The Country Management Plan for Ghana is basically a burdensome administrative tool that serves limited organizational needs.

4. International donor agencies such as the United States Agency for International Development (USAID) and the World Bank are planning to use Peace Corps volunteers in their agricultural and rural development projects in Ghana. The recent shift in policy by these agencies to more directly reach the rural and urban poor now makes their collaboration with Peace Corps a potential reality. Every effort should be made by Peace Corps/Ghana to encourage future collaboration. This collaboration, however, should not result in a dependency by the Peace Corps in Ghana on the international donor agencies for the conceptualization and development of their programs. Collaboration is one thing, dependency is another.

5. Policies and procedures between Peace Corps/Ghana, Washington and the U. S. Embassy that have to do with initiating new programs and with increasing the number of U. S. Peace Corps personnel in Ghana are unclear and potentially inhibiting to future operations.

Major Conclusions and Recommendations

The basic conclusion of the evaluation team is that while Peace Corps/Ghana has made a significant contribution to the educatio sector of the country, it is now going through a period of majo transition which is influencing the effectiveness of the tools it uses to carry out its policies. Postive influences are seen coming from the recent additions to the staff which includ a country director, a deputy director (a new position) and two programmers, one in agriculture and one in education. Negative influences on the organizational tools are seen coming from the recent shift in policy from slot-filling filling to technol transfer programming that is implicit in the shift from seconda education to agricultural and rural development. This latter change is having the effect of placing new demands and imposing new conditions on the country program requiring that the tools be updated to fit the newer realities. What is seen in this evaluation, therefore, is an identification of problems (and suggestions for their resolution) within the framework of transition and change rather than within a framework of stability and long-term growth and experience in the new sector. The major resulting recommendations are as follows:

1. Exercise continued Peace Corps' presence in Ghana in accordance with current Country Management Plans, i.e., exercise a policy of a gradual phase-down of the education sector and a gradual increase in agriculture and rural development while carefully assessing the situation jointly with Ministry officials and the Peace Corps Ghana Advisory Council.

2. Shift programming from a slot-filling mode to a skill transfer mode. Suggestions for doing so follow:

   o Initiate in-service training and technical assistance workshops for programmers, staff and in-house trainers over a period of four months, perhaps in collaboration with other African Peace Corps countries, which includes at least the following curriculum:

     - training theory and practice
     - program planning
     - evaluation theory and practice
     - management skills: communications, negotiations, consultation/counseling, constructive confrontation, leadership styles, small group management and group dynamics.

   o Peace Corps/Ghana staff should develop in-house systems for a more assertive approach to programming. This might be accomplished through: better use of senior Ghanaian staff, better and more creative staff meetings, more frequent and improved meetings with Ministry officials, improved working relationships at the operational level, a policy development meeting with the Advisory Council, policy announcements to the respective Ministry officials, project experimentation, and the announcements and support of the U. S. community in seeking ideas and support for this new policy.

   o Improve relations with volunteers. This should be accomplished through the workshops mentioned above and also through an improvement in both quantity and quality of site visits, mid and close of service conferences, program planning, implementation and evaluation processes and techniques and the consultation/helping skills of the staff.

   o Improve relations with Washington. Delegate a broader spectrum of authorities and corresponding accountabilities to the Country Director.

   o Exercise caution in relations with the Government of Ghana as programming demands increase due to the shift to agriculture and rural development.

   o Redesign the Country Management Plan and coordinate its design with the field so that it jointly serve the program and budgeting needs of Washington,

the programming and country program needs of the field, and the needs embodied in the Peace Corps Act regarding Goals 2 and 3.

3. Continue to exercise a policy of collaboration with the international donor agencies, but at the same time explore the absorptive capacities of the host country in ways which are not dependent on the donor agencies.

4. Given the limits on the numbers of U. S. personnel assigned to Ghana by the U. S. Embassy, and their restrictions on programming in certain sectors such as health, Peace Corps/Ghana should clarify its programming procedures with the Embassy.

SECTION I

INTRODUCTION

Ghana [1/]

Ghana is one of the fifty poorest countries in the world. Per capita income is $272 and decreasing as population rates exceed the rate at which incomes can be proportionately distributed and jobs created. Ghana suffers from the conventional array of problems of an underdeveloped country: exceedingly high foreign debts, chronic trade and payment imbalance, an acute shortage of foreign exchange, approximately eighty-five percent of its labor force still engaged in agriculture, a growing but still nascent industrial sector, a seventy-five percent illiteracy rate, a life expectancy of forty-eight years, a population growth of 2.8%, a gross national product growth rate of 2.0%, a per capita growth rate of 0.5%, and an urban population growth rate of almost seven percent.

Peace Corps Historical Involvement [2/]

The first Peace Corps volunteers assigned anywhere in the world were assigned to Ghana on August 31, 1961. Since that time, volunteer strength has fluctuated from between a low of 165 volunteers to a high of 415. The number of volunteers in Ghana at the time of this evaluation was 179. Over one thousand of the fifteen hundred volunteers who have served in Ghana have been assigned to the Ministry of Education as teachers in secondary education and teacher training. Another one hundred have taught in Ghana's three universities in the physical and biological sciences. The remaining four hundred or so have worked in small business development, forestry and forestry research, in environmental protection, in sports, and more recently in agriculture and rural development. The current programming policy of Peace Corps/Ghana is to gradually phase out of education as the Ghanaian government becomes self-sufficient in this sector and to increase participation in agriculture and rural development as the government develops its absorptive capabilities in this sector.

1/ Table I on the following page presents some basic statistics for the country of Ghana.

2/ See Table II for a country profile of the Peace Corps in Ghana.

TABLE I

BASIC COUNTRY STATISTICS FOR GHANA

DEMOGRAPHY	
Population	9.9 million (1975 est.)
Rate of Growth	2.8%
Area	92,100 square miles
Urbanization	33%
EDUCATION	
Literacy	25%
Student Enrollment (5-14 years)	53%
Student Enrollment (15-19 years)	43%
AGRICULTURE	
Percent of labor force in agriculture	55%
Food Production Index (1961-1965 = 100)	118
Per Capita food production index (1961-1965 = 100)	85
HEALTH	
Infant mortality	133 per 1,000 live birth
Life expectancy	44 years
People per physician	4,300:1 urban, 41,000:1 rural 10,460:1 overall
FINANCE	
Per Capita Income (Based on 1973 figures)	$272
Fiscal Budget Expenditures (1973)	$1.2 billion
Exports (1972)	$314 million
Imports (1972)	$204 million
Per Capita growth rate	0.5%

TABLE II

PEACE CORPS COUNTRY PROFILE

	FY 75 (Actual)	FY 76 (Projected)	Transitional Quarter	FY 77 (Planned)	FY 78 (Projected)
I. Program Profile					
T Request	39	189	96	107	117
T Input	23	74	5[illegible]	90	93
Fill Rate	59%	62%	54%	84%	79.5%
T Attrition	9.9%	6.6%	6.7%	8.9%	9.7%
V Attrition Rate	12.8%	8.5%	2.7%	6.2%	5.4%
V Extension Rate	34.2%	33.3%	25%	22.7%	25%
II. Sector Distribution	#M. U.s Vol. - Yrs.	#M.U.s Vol. - Yrs	#M.U.s Vol. - Yrs	#M.U.s. Vol. - Yrs.	#M.U.s Vol. - Yr
Agriculture	4 23	5 30	4 6	4 32	4 4
Bus. & Pub. Mgt.	1 7				
Education	6 181	5 174	5 27	5 96	5 8
Health	- -				
Urban Dev. & Pub. Works	3 12				
Total	14 223	10 204	9 33	9 128	9 12
III. Staff Profile					
Total	15	16	16	15	14
Foreign Service Reserves	4	6	6	5	4
Foreign Service Locals (+ PSC in FY 75)	11	10	10	10	10
IV. Budget Profile					
Total Cost*	1168.6	960.1	446.6	865.5	823.8
Total Volunteer Cost*	657.4	652.1	239.6	486.7	460.6
Total Program Support Cost*	229.2	223.2	78.7	227.3	206.6
Total Training Cost*	282.0	84.8	128.3	151.5	156.6
Total Host Country Contributions	288.7	1187.7	30.5	211.3	197.7

* These costs are appropriated and do not include Host Country Contributions

Evaluation Methodology

The evaluation was conducted by the Division of Evaluation, Office of Policy and Planning as part of the annual evaluation process of Peace Corps country programs. Details on the approach and the methodology used are highlighted in Appendix B. The evaluation and resulting findings and recommendations are based on an analysis of available documents, observations and interviews with Peace Corps/Ghana staff, Peace Corps volunteers, host country nationals and persons associated with other international assistance organizations.

The evaluation team consisted of Neil Boyle, Robert Blohm (consultants) and Charles Helfer from the Evaluation Division. The team visited Ghana from April 19 to May 10, 1976. During their visit, the team met with 83 of the 179 volunteers, all of the in-country American Peace Corps staff, all of the principal Ghanaian Peace Corps staff, 34 Ghanaian government officials and supervisors, the U. S. Ambassador and the Charge' d'Affaires, the program directors for health, education and industry in the USAID mission, and approximately 13 non-Peace Corps connected individuals. Prior to arrival in Ghana, the evaluation staff interviewed Africa Region headquarters staff, former country staff and returned volunteers.

SECTION II

RELATIONSHIPS

Host Country Government

Relations with Ghanaian ministries appear to be good. Peace Corps/Ghana staff are well known throughout the ministries and are respected by their officials. They are perceived as being responsive to the manpower and development needs of the different ministries and as tireless allies who support the interests of the country. Working relationships, however need to be further developed to increase volunteer effectiveness. There are numerous incidents where support and cooperation (material inputs, counterparts and housing) agreed to by ministry officials at all levels have never materialized leaving volunteers and programs stranded. Presumably, this is due to ground rules, diagnostic information and respective roles and expectations being unclear and programming being less assertive than it should be.

Not enough time is spent by the Peace Corps/Ghana staff working at all levels of the ministries, particularly at operational levels. They apparently rely too much on ministry channels to inform the appropriate people in the field. Consequently, important persons at operational levels are often not consulted in the development of a program and sometimes are not even informed. It is apparent to the evaluation team that communications within the ministries and downward to their field staffs are often lacking in substance and quality and that the Peace Corps/Ghana staff sometimes assume these linkages exist when in fact they do not.

The shift in programming toward technology transfer projects will put an increasing strain on relations with the ministries. Demands for specific and measurable outcomes are expected to increase as this shift is made and completed. The evaluation team encourages assertive programming in the field as a way of solidifying agreements and making sure that things happen as expected.

Volunteers - Ghanaians

Relations between volunteers and Ghanaians are generally good though limited. Most volunteers enjoy Ghanaians and their company but very few speak more than a few phrases of a local dialect. Presumably, the volunteers are not adaquately motivated to learn a language given the nature of most of the present jobs (slot-filling in an English speaking environment). While English is the official language, it is not the most commonly used language. Speaking only English restricts the

volunteer to dealing mostly with educated Ghanaians, and even with them, speaking only English is culturally limiting for both parties. Another limiting factor is that too many of the education volunteers live on school compounds which are physically isolated from Ghanaian communities.

Given the openness of the Ghanaian culture, Ghana is potentially a good country for realizing Goals 2 and 3 to a greater extent than is currently being achieved. Involvement beyond a superficial level with Ghanaians is mostly occuring in an unprogrammed way off the job and in a way almost entirely dependent on the intrinsic self-initiative of the volunteer.

Ghanaian supervisors are generally satisfied with the volunteers and view them as doing a good job. There were complaints about volunteers' dress and appearance. This stems from volunteers' dress after work hours. Other complaints dealt with: early terminees who leave their job site without a replacement, thus leaving programs stranded; volunteers who want to innovate in cases where their supervisor does not want them to, and volunteers who cannot adapt to a local situation.

Staff-Volunteers

Relations between the volunteers and the Peace Corps staff are not very healthy and can be greatly improved. Peace Corps volunteers do not see the program staff in the field often. Numerous volunteers had been visited only briefly once or twice in two years. Many do not understand or know what the staff does that keeps them in Accra. Volunteers perceive staff as "bureaucrats" sitting in Accra unconcerned about what and how Volunteers and their programs are doing. They view Peace Corps as being responsible for what happens. The evaluation team observed a significant degree of one or the other negative behaviors on the part of volunteers toward Peace Corps: indifference, avoidance, frustration and disillusionment. In and of themselves, these behaviors do not mean that imminent revolt by PCVs is about to occur. They do signify, however, that the relations between volunteers and staff can be improved.

The issue to the volunteers was not the number of visits staff makes to the field, rather it was the low quality of the visits and the perception that staff spent so little time at a site that they could not possibly understand how the programs were functioning--a responsibility volunteers perceive as singularly belonging to the staff. The staff was viewed as rushing through, spending far too little time building relationships and playing a "helping" role, and becoming defensive at complaints about problems.

The staff is currently in transition with new personnel and program priorities coming on-board. Peace Corps/Ghana appears to be moving from a "we don't want to hold your hand" attitude to a more mutually supportive and productive relationship made necessary because of the nature of the work. Recent attempts have been made through workshops to involve the volunteers in programming and decisionmaking, but their success was mixed as many volunteers viewed their meetings as rigged (i.e., that volunteer input was being requested to lend credence to decisions that had already been made) and because "hidden agendas" were not dealt with adequately.

One part of the poor relations between staff and volunteers stem from a failure to adequately deal with the people and human motivationial considerations. The other part has to do with volunteers' tasks. Both are necessary and sufficient conditions for effective programming of volunteers in a development setting. Respective roles, functions and responsibilities of staff and volunteers do not seem to be defined to the satisfaction of volunteers. In-service training for the staff on counseling, small group management, management styles, group dynamics and programming would be very helpful.

Staff-Staff

Intra-staff working relationships are good but could be improved. The staff was not observed as functioning together as a team might in joint problem-solving, creative program development, idea generation and in supporting each other. This is not to say that individual members of the staff do not now function in this way. It does, however, imply that the staff was not using its resources as effectively as it might. For example, several members are buried in administrative work when they could more effectively be used in establishing rapport with Ghanaian officials and in the gathering of information and doing ground work for all the programmers.

There is some confusion as to how feedback should function among senior staff, particularly when dealing with volunteers. Each senior staff member is assigned a group of volunteers. At times because of logistics, staff members will visit with another staff member's volunteers. When this occurs, it occasionally becomes unclear what information is needed to be gathered and how feedback should be relayed to the appropriate program officer.

Procedures for dealing with the administrative staff are also unclear. The administrative staff occasionally becomes confused and indirectly harassed by administrative and volunteer demands and priorities. (In one case, a new procedure for exchanging

local currency into dollars at termination was communicated to the volunteers but not to the administrative staff responsible for carrying it out.) Frequent and better quality "one on one" or staff meetings which deal with "hidden agendas" or individuals' concerns which are not surfaced in staff meetings may be helpful.

U.S. Embassy

There are good working relations between Peace Corps/Ghana and the Embassy. The last Peace Corps Director participated in bi-weekly team meetings with the directors of American agencies. The Ambassador and charge' de'affaires seem to be genuinely interested and well informed about Peace Corps activities. The Embassy perceives its role as being the final decision maker regarding American personnel and activities in Ghana and is taking an increasingly active part in that regard.

Peace Corps headquarters has bypassed this authority by not consulting with them on personnel sifts nor on the introduction of new program concepts. For example, the experiment to introduce the University Year for ACTION, a domestic volunteer program, to an international setting was not discussed with the Embassy. Potential conflict exists as well in the area of health programming which is the number two priority in the Africa Region. Both the Embassy and USAID are against Peace Corps' involvement with the Ministry of Health at this time unless it is tied into a USAID program. The ministry is reportedly in a disorganized state and Embassy policy is to stay away until some basic changes are effected.

These potential areas for conflict can be resolved by clarifying the policy "space" between Peace Corps and the Embassy in matters relating to Peace Corps programming.

Headquarters

Communications and relationships between Peace Corps/Ghana and headquarters can be improved. Communication often breaks down leaving people to their own assumptions about what is going on and who is responsible. This breakdown is reportedly the result of tersely written cables some of which are written in crisis situations that cannot adequately explain situations or reasons. Agreements and understandings between Peace Corps/Ghana and headquarters as to specific roles and responsibilities are sometimes unclear, and both parties occasionally view the other as being unresponsive and slow. In addition, the field sometimes views headquarters as being overly controlling and non-supportive of positions taken by

the field. The current usage of the Country Management Plan as merely an administrative and budgeting tool does not contribute to solving these communications and authority problems between the field and headquarters. Redesigning the management plan so that it serves the multi-organizational needs of Peace Corps and broadens the scope of authority and accountability of the Country Director may be a step in the right direction.

Advisory Council

Relations with the "Advisory Council to Peace Corps/Ghana" are too new to determine their influence on the country program. The Advisory Council has been in existence only since the start of the year. Priority sectors of the government appear to be adequately represented by influential persons charged with advising Peace Corps/Ghana on coordinating demands for volunteers, in generating new ideas, in representing the interests of the host country, and in annually reviewing the accomplishments of Peace Corps/Ghana. The evaluation team finds the Advisory Council to be an innovative approach to collaboration, but cautions Peace Corps/Ghana against limiting itself to a reactive role relationship with the Council.

SECTION III

PROGRAM PERFORMANCE

General Assessment

Peace Corps Presence

The presence of the Peace Corps in Ghana has benefitted and continues to benefit the development of the country of Ghana. Since 1961, Peace Corps/Ghana has been able to steadily fill the majority of the country's substantial shortfall in teaching positions in secondary education and teacher training. Without this assistance from Peace Corps it is doubtful whether Ghana would have been able to expand its school system and to implement its policy of guaranteed free education for all qualified Ghanians up to the secondary education level without adding considerable strain to its national budget. As it stands, thirty-three percent of national expenditures now go toward education. This is a sizeable proportion out of a budget of 1.2 billion dollars in a country which has equally, if not more, pressing needs in food production, health, international debt repayments, and urban and rural development.

The overall objective of Ghana's five year plan (as yet unpublished) is reportedly "self-sufficiency" in a number of sectors including education. Much remains to be accomplished before Ghana becomes self-sufficient in education. An incentive system will need to be designed and implemented to motivate Ghanians to remain in the teaching profession rather than opt, as they are now doing, for the higher salaries offered by the private sector in spite of their contracts (usually five years) with the Ministry of Education to repay their cost of education. That same incentive system will need to have built into it other inducements which will attract qualified Ghanaian teachers into rural and isolated schools. Many of these positions are now staffed by volunteers. Also, a more dynamic policy is needed regarding the Ghanaian National Service to recruit young adults to spend a part of their national service teaching in rural areas. These problem areas are recognized by ministry officials, and plans are underway to gradually, over the next five to eight years, phase volunteers out of secondary education and into teacher training, agriculture, and rural development.

Of the three goals of the Peace Corps Act, Goal 1 (technical assistance) is being achieved more effectively than Goals 2 or 3 1/ (cross-cultural understanding). This is to be expected

1/ See Appendix A for a glossary of terms.

since the nature of highly skilled volunteer jobs often restrict easy access to the local community: volunteer homes are distant from the center of community life; professional and job-related duties often occupy the off hours; social norms of the Ghanaian professional sometimes inhibit free and easy associations with those outside their station; counterparts often are non-existent, even when they are programmed; pre-service training designs now do very little to prepare volunteer or set the stage for an expanded role outside of their specific job; and Peace Corps/Ghana support systems which encourage and build volunteer competence in this area are not yet operational. The evaluation team, however, finds Peace Corps Volunteers in Ghana to be sensitive and respectful of the Ghanain culture and people and willing to share and relate to Ghanaians in the course of their everyday lives. The team finds the reverse also to be true. Ghanians appear sincerely friendly and interested in relating to volunteers.

The current situation with Peace Corps/Ghana is one of transition for both Peace Corps and the host country. Peace Corps/Ghana has traditionally emphasized in its programming a slot-filling manpower deployment policy with the emphasis in secondary education. The use of the organizational tools, i.e., programming, evaluation, training, and management skills which were necessary to carry out the manpower deployment policy are now no longer sufficient within the framework of a current emphasis on a policy of technology transfers in agriculture, rural development, teacher training, and business development. The evaluation team recognizes and supports this shift in policy, but concludes that the existing tools need to be upgraded and modified at the policy and operational levels of Peace Corps/Ghana.

The need to upgrade these tools is not only imperative because of the shift in policy but also because of the highly uncertain nature of the environment within which the transfer of technology is expected to take place. This is especially true in agriculture and rural and business development, but also true for teacher training, where agreements between Peace Corps and the ministries reached today are likely to change six months later -- or sooner -- unless newer tools and skills which diminish the probabilities of failure are utilized. The Ghanaian Government is currently caught in a squeeze on its foreign exchange, in high inflation and in changing national priorities and budget authorizations which, at times, change even before a permanent secretary in charge of a particular ministry is consulted. Nailing down agreements under these conditions so that they are jointly thought through and assessed is going to tax the ingenuity and resourcefulness of the Peace Corps staff.

There is another reason for upgrading the existing tools. Technology transfer type programs in agriculture and rural development may involve the livelihoods of marginal people, e.g., small farmers, small entrepreneurs, the unemployed, the underemployed, street vendors, etc. The nature of the marginal existence of most of these people is such that the tolerances for error in programming are narrowed considerably and, therefore, the risks of failure hightened. These risks can be unnecessarily compounded by using inappropriate tools.

Future Potential

The future of Peace Corps/Ghana is potentially unlimited in the technology transfer programs of agriculture and rural and business development, with the proviso that these programs start small; be team and action-research oriented; phased over periods longer than the normal two year service period; deliberately evolve on the basis of previous successes; be location specific; be as free as possible of dependence on the Ministry of Agriculture for job support and critical inputs until international loans come through; be based on assertive and proactive programming on the part of Peace Corps; and involve AB generalists as much as possible. The evaluation team supports the current policy of Peace Corps/Ghana to collaborate with the international donor agencies in their agriculture and rural development programs as one means for reducing the risks of programs not materializing as agreed to with the Ministry of Agriculture. The evaluation team, however, does not support dependence on donor agencies to provide the programs for volunteers. Donor agencies likewise have their share of problems. For example, information obtained from the Charge' d'Affaires at the U. S. Embassy indicate that at the time of the evaluation, the USAID MIDAS program (a multi-sectorial rural development project) was postponed indefinitely because of bilateral political problems. The result is that the farm credit component of this program in which volunteers were planned to participate is not expected to go through.

The potential for the future Peace Corps participation in health is less optimistic. While there appears to be a willingness on the part of key individuals interviewed in the Ministry of Health to program with the Peace Corps, more fundamental issues and policies need to be clarified before further action is taken. USAID prefers that the Peace Corps stay out of programming in health for at least a year presumably because of its own justifiable need to maximize its leverage with the Ministry of Health, a ministry which is reported to be in critical shape, according to officials at USAID/Ghana. The U. S. Embassy supports the USAID recommendation to Peace Corps. Since Peace Corps/Ghana is obliged to receive its

authorization from the Embassy to bring Americans into Ghana, Peace Corps/Ghana should explore with both USAID and the Embassy the extent to which it should program in health. A critical issue which may be involved is the extent to which Peace Corps is free to decide programming policies on its own.

Programming potential in secondary education is limited and on the decline. According to Peace Corps projections in their Country Management Plan in five years the number of Peace Corps volunteers in education is expected to be one-third of what it is at present. It is difficult to assess the validity of the two-thirds reduction since the evaluation team was unable to find updated statistics and a plan which clearly shows supply and demand for teachers in Ghana over the next five to eight years. Even though the evaluation team was assured by Ministry of Education officials and by members of the Peace Corps Advisory Council 2/that secondary teachers from the Peace Corps would be phased out by 1984, some regional officials and some Peace Corps/Ghana staff doubted this projection. Presumably, the numbers are expected to decline.

The potential for the future in teacher training is limited but expected to hold steady or slightly increase over the next five years according to the Peace Corps/Ghana Country Management Plan and interviews with Ministry officials. Skill requirements, however, are stringent.

Impact/Accomplishments

The impact of Peace Corps/Ghana is considerable. This is especially true in education which has been the major program focus for the last fifteen years. Almost 85% of the volunteers in Ghana have been in education. It is too early to discern major program impact benefits in other sectors such as agriculture and rural development. These programs are new and much needs to be learned before they produce major benefits. Individual volunteer accomplishments, as distinct from program accomplishments, however, are numerous. Examples of both types of accomplishments for Peace Corps/Ghana follow:

- o It is reasonable to assume that Peace Corps has contributed significantly to the Government of Ghana being able to implement a guaranteed free education policy for virtually any qualified Ghanaian desiring one up to a secondary education level. Peace Corps contributes in four ways. First, Peace Corps saves

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2/ The function of the Advisory Council is explained on Page II-5.

the Ministry of Education a substantial amount of money in teachers' salaries, indirect costs, and developmental costs. Estimates of these costs currently amount to approximately six hundred thousand dollars per year in savings to the ministry based on the current estimate of 160 education volunteers. This amounts to one-tenth of one percent of the national budget for education. Ghanaian teacher salaries are estimated to be U. S. $2,500 per year. Indirect costs are estimated conservatively at twenty-five percent of salaries. Developmental costs to train one teacher over a five year period are estimated to be U. S. $15,000 where the cost is amortized over a thirty year period. Second, Peace Corps places volunteer teachers in "bush" schools normally avoided by Ghanaian teachers because of the lack of amenities in most rural areas. This has allowed the school system to expand. Third, Peace Corps places volunteers in teacher training positions which have a multiplier effect on the numbers of teachers graduated. And, fourth by comparison to all of the other expatriate volunteer agencies in Ghana, Peace Corps has almost twice the number of volunteers in education. Peace Corps influence, therefore, on the implementation of the free education and expansion policy has more than likely been significant.

- Peace Corps volunteers in wildlife management have played a major role as project administrators, directors and technicians in improving the physical plant in at least two national game reserves in Ghana. In their second term, these same volunteers are conducting research related to benefitting Ghanaian wildlife development.

- Peace Corps volunteers, for several years now have contributed individually to assisting various key national institutes in their efforts toward helping Ghana become more self-sufficient. Volunteers have assisted the Building and Road Research Institute and played a key role in moving the construction industry from a heavy reliance on imported building materials to an increasing use of indigenous materials and technologies thereby substantially reducing the cost of residential and low-cost housing. The Technology Consultancy Center and the volunteers employed there have played a key role in fostering the development of the small and indigenous entrepreneurs in Ghana thereby increasing low-cost employment opportunities and incomes. The Forestry Products Research Institute and the volunteers employed there are playing a key role in rationalizing the exploitation of Ghana's hardwood forests for domestic and international markets. And individual volunteers

have demonstrated, even though in a limited and often difficult manner, that improved varieties of tomatoes can be grown in Ghana by small farmers.

Specific Assessment of Programs

The overall assessment of the specific programs in Ghana is that much valuable work is being accomplished by Peace Corps volunteers. The evaluation team found volunteers and staff to be mature and responsible individuals and interested in performing their jobs as best they can given their skills and the resources available to them. The evaluation team, however, also found that improvements can and should be made toward optimizing the investment made by Peace Corps in the development of the country. The analysis which follows is an attempt to assess the performance of each program from the available data within a framework of "helpful optimization." The analysis is, therefore, one that is primarily oriented toward problem-identification and problem-solving.

Education Sector

In the education sector Peace Corps is engaged in five Management Units: secondary education, teacher training, university education, sports and journalism. Currently, 123 volunteers are in secondary education teaching mathematics, chemistry, physics, general science, and business; 32 volunteers working in the teacher training colleges in math, science, reading and agricultural science; 12 working at three universities in math, computer sciences, chemistry, library science and in research; 3 volunteers working at the Institute of Journalism; and 4 working as coaches in a national sports development program.

Education is a continuing priority for the Government of Ghana and receives fully 33% of the Government of Ghana's budget each year. Peace Corps has been involved in education in Ghana for 15 years and has had a major input into their educational system. Peace Corps' involvement in this sector is projected to decrease over the next five to eight years as Ghanaian self-sufficiency is reached.

Secondary Education - (123 Volunteers)

1. Ghanaian Needs/Alternatives: In earlier years Peace Corps volunteers taught English and the humanities, but these areas were phased out as Ghana reached self-sufficiency. More recently, Ghana is having difficulties producing sufficient numbers of qualified

teachers in math, the sciences, and business. Reportedly, sufficient numbers of graduates are being produced by the colleges but the graduates prefer to work in industry where salaries are higher and locations are urban. Only 3% of these graduates remain in teaching each year. There is a current shortage of over 500 trained teachers in secondary schools. The Ghanaian Government requires all graduates of the teaching colleges to sign a bond requiring them to teach for five years, but these contracts are not enforced and most graduates leave the teaching field after one year, causing a high turnover and constant staff shortages. The social sciences and humanities produce enough graduates to absorb their turnover, but the math and science teacher colleges do not. Peace Corps, with Canadian and English Volunteer Service Organizations is filling this shortage and meeting Ghanaian needs until proper incentives and policies are implemented and the supply of teachers is brought into balance with the country's demand.

2. Management Unit Objectives/Volunteer Utilization:
The goal of this Management Unit is to provide secondary education teachers in the shortfall areas mentioned earlier. Volunteers are being used as classroom teachers in the secondary schools at both the O and A levels.

They teach an average of twenty periods a week. Average class size seems to be about thirty students. The overall role of the volunteer is one of slot -- filler -- doing the job until a Ghanaian replacement can be found. The volunteers are being increasingly employed in rural areas and newer schools that are not well established. Many Ghanaian teachers are unwilling to go to these schools, and many of the volunteers appear to prefer them to urban schools as they feel more useful and needed. Usually these volunteers are assisting in institution building by setting examples for new teachers, serving as role models, providing enthusiasm, and establishing libraries, athletic teams, science labs and the like.

Some of the volunteers with more experience are also assigned to the better secondary schools where the Ghanaian Government wants to maintain a high standard for their best students.

Due to a growing shortage of funds the length of the school year is decreasing. The 1975/76 school year was seven months and this will decrease to six months during 1976/77. This additional down time will mean more involvement of volunteers in secondary jobs either with the schools or in their communities.

3. Program Accomplishments/Goals 1, 2, 3 Fulfillment:

a. During the 1975/76 school year 140 Peace Corps volunteer teachers taught approximately 5,000 students in preparing for their "A" and "O" level exams and their final year examinations.

b. The Peace Corps education program is contributing the critical difference (in numbers of teachers and in their maintenance costs) that allows the Government of Ghana to continue with its free education policy for any qualified Ghanaian up to a secondary level.

c. As a result of volunteers presence Ghanaian children are exposed to qualified teachers and to cultural and intellectual perspectives that they would not otherwise be exposed to.

d. In addition, many volunteers are engaged in secondary activities such as building libraries, working with athletic teams, teaching extra classes for examination, preparing and building school buildings. In a number of rural and new schools volunteers are engaged in institutional development through example setting and assisting headmasters to set up and stock science labs and libraries and to establish athletic teams and school gardens.

4. Support: Support varies from school to school. In general, less support is provided to the rural and newer schools, apparently because of a lower priority in the allocation of Ministry of Education funds. There is a shortage of textbooks throughout the school system and labs are sometimes poorly equipped. This is a more serious problem for the business education and science volunteers than it is for the math teachers.

Personal support from supervisors and the Peace Corps staff has traditionally been minimal in most cases and often limited in crises. As far as the evaluation team could discern, however, a proactive support system is presently (with the advent of new Peace Corps staff members) being implemented.

Housing is a more serious problem for the volunteers. Sometimes it does not materialize as promised and it creates additional work for the volunteer staff in checking into the problem.

5. Skill Availability: Volunteer skills are restricted to fairly skilled candidates with B.A. degrees in their subject areas, with experienced teachers greatly desired. Lower fill rates are likely as degreed math and science candidates are becoming increasingly scarce.

6. Overall Findings/Issues/Considerations:

   a. The Peace Corps volunteers were found to be conscientious, concerned and generally appear to be appreciated by their headmasters.

   b. The minimal teaching experience of many of the entering volunteers and the poor teacher training that they receive are problems. Most of the volunteer's first year, therefore, is spent learning how to be a teacher by trial and error. In-service training during the vacation period, improved pre-service training, and improved technical assistance and consultations by supervisors and the Peace Corps staff could serve as a means for getting volunteers to be productive sooner.

   c. An area of frustration and potential conflict is the slot-filling role of the Volunteer. Many volunteers are motivated by wanting to really help the schools they are in, but they find themselves locked into a very structured job with a structured syllabus and oftentimes a headmaster who does not want innovation. In addition, many volunteers see a need of upgrading the quality of Ghanaian teachers and a need for making the syllabi more relevant to the learners (and Ghana) in both content and methodology. Potential Peace Corps projects for innovation could be in in-service teacher training, syllabus revision, the sponsoring and publication of a professional journal of education as a forum for new ideas, and the development (design, construction, and publication) of teaching aids. These projects could serve as secondary jobs for many of the volunteers.

   d. Program agreements among the Peace Corps, Ghanaian officials and the entering volunteers can be improved. Because of unclear goals and ground rules within this three-way system, programs, even slot-filling ones, are likely to cause future problems.

7. Future Potential

The FY 1977 Country Management Plan projects that Peace Corps will phase-out of classroom secondary education by 1984. Ghana has solved its shortage of teachers in other subjects but is having difficulties doing so in mathematics and the sciences. The salaries for teachers are lower than those paid by private industry, and there is no incentive for teachers to go to the rural areas. The shortage of teachers could presumably be reduced if the national service period after college was enforced and a proper incentive system introduced. It has been questioned whether Peace Corps involvement has actually prolonged the problem and allowed the Ghanaian Government to procrastinate. On the other hand, members of the Peace Corps/Ghana staff and persons in the ministries expressed the belief that Ghana is many years away from being self-sufficient in math and science teaching and will likely need Peace Corps help for years past the projected five year phase-out. In light of the lack of statistics about the supply and demand of teachers, attrition and school growth, the evaluation team could not make a firm judgment as to the validity of the projections. Since it appears that Ghana increasingly has the ability to meet its needs in education, and that government incentives and contract enforcement are needed, it is suggested that Peace Corps exercise a policy of a gradual phase-down and more assertive programming while carefully assessing the situation jointly with ministry officials and the Peace Corps/Ghana Advisory Council.

Teacher Training (32 Volunteers)

1. Ghanaian Needs/Alternatives: Teacher training is a very high priority for the Ghanaian Government. It is second in priority for Peace Corps/Ghana. There is a severe shortage of qualified teachers in math, chemistry, reading, general science, and agricultural science. Peace Corps is meeting this need by placing trained and and experienced volunteers in the teacher training colleges to teach course work and methodology. The quality of teacher training is in need of upgrading because the teacher training colleges are not well set-up and organized, and the syllabi are in need of upgrading and revision.

2. Management Unit Objectives/Volunteer Utilization: The goal of this Management Unit is to provide trained math, physical science and reading lecturers to teach courses

and to assist with methodology orientation in the teacher training colleges in order to enable Ghana to overcome its present shortages. Volunteers are engaged in the classroom teaching future teachers. However, they are currently being used as slot-fillers, sometimes teaching only content rather than methodology. Volunteers are not involved with syllabus revision nor are they working with promised counterparts.

Post-secondary schools are difficult to teach in as the majority of the students are not motivated to be teachers. Presumably, many are going to school because they want to continue their education but could not gain admittance to the universities. The schools are currently in session only about 25 weeks per year leaving much down-time for the volunteer.

3. Program Accomplishments/Goals 1, 2, 3 Fulfillment: This is a relatively new program, starting in 1974.

   a. To date volunteers have prepared approximately 500 final year and 500 first year students for their final promotion exams.

   b. Reading teachers failed to reach their goal of training 300 students to teach the eclectic approach to reading. The number of students reached is closer to 120.

   c. Three extending volunteers were assigned to the advanced teacher training college in Ghana.

4. Support: Lack of good textbooks, library facilities and materials and equipment for science labs are a problem in the post-secondary colleges while support is generally good in the advanced colleges. Ghanaian Government support of the Peace Corps program has been minimal. Counterparts promised for volunteers in advanced teacher training colleges and in the reading program never materialized.

5. Skill Availability: This program is restricted to very highly skilled candidates. The candidate must have a degree in the subject area, a teaching credential, and minimally, several years of teaching experience to be effective. Experience with Ghanaian schools is desirable, and it is possible to use exceptional third year extendees and second year volunteers who were not quite skilled enough to start in the training colleges.

6. Overall Findings/Issues/Considerations:

a. Volunteers feel that they can best be utilized and are more influential with new students. Third and fourth year students are often unwilling to accept the volunteers as credible teachers. It is important that volunteer continuity be maintained in the colleges by encouraging extensions and by replacing terminating volunteers with new volunteers. It is also important that new volunteers be trained in learning how to develop credibility with older students.

b. It is possible that this program can be expanded to other subject areas. These should be looked into as possible new program areas.

c. The training of counterparts is necessary to upgrade the quality of the teacher training colleges. It is recommended that Peace Corps encourage the Ministry of Education to assign counterparts to volunteers in the colleges where slots have been identified for replacement by specific Ghanaian teachers. Peace Corps/Ghana might also explore the possibility of integrating volunteer placements in teacher training colleges with assignments of their Ghanian replacements in institutions agreeing to train these counterparts. This might be done on a limited trial basis to test how best to proceed.

d. Peace Corps will have only minimal impact, however, unless volunteers can actively work to upgrade the quality of the institutions. One way is through the in-service training of counterparts mentioned above. Other ways are through syllabus upgrading and the establishment of a professional journal for teachers in which new ideas can be shared and critiqued. This journal could be jointly sponsored by the Ministry of Education, the Peace Corps Advisory Council and the Joint Volunteer Committee. There is much work to be done in these institutions. One option for secondary jobs for volunteers in teaching, therefore, is to involve the volunteer in upgrading the institutional system rather than in general community development.

e. The Peace Corps/Ghana staff has been effective in resolving book shortages by obtaining substantial numbers of book donations from various donors around the world.

7. Future Potential: Peace Corps should remain involved with this program as teacher training is crucial to upgrading the quality of the school system and in producing an adequate number of qualified teachers.

University Education - (12 Volunteers)

1. Ghanaian Needs/Alternatives: Professionial lecturers in high technology fields and research workers in the Building and Roads Research Institute (B.R.R.I.) of the university system are in short supply.

   The types of jobs these volunteers are engaged in appear to be legitimate ones given Ghana's resources, manpower deficiencies, and development plans. The lecturers are engaged in university teaching in math, computer science, chemistry and library science. The researchers are engaged in the development of low-cost housing prototypes and in adapting brickmaking machinery to suit local needs.

2. Management Unit Objectives and Volunteer Utilization: The goal of this Management Unit is to assist the Ghanaian universities by providing trained manpower assistance in the form of lecturers and research workers in areas where shortages of trained Ghanaian professionals exist.

   Volunteers teaching at the universities are being utilized as planned as slot-fillers. The majority seem to be satisfied with their job.

   Volunteers who are researchers and technical assistants in the Building and Roads Research Institute are working as planned. Volunteers at the B.R.R.I., however, expressed dissatisfaction with their job, the Institute, and its constantly changing work-related priorities and the sometimes incremental progress being made in low-cost housing research. Volunteers reported that research resources could be more wisely utilized, but felt powerless to make any changes becuase of the poor job definition and lack of specific job supervision.

   Both groups of volunteers seem to have relatively little inter-action with Ghanaians on the job.

3. Program Accomplishments/Goals 1, 2, 3 Fulfillment:

   a. A model brickmaking machine has been repaired by a volunteer serving at the B.R.R.I.

b. A geological survey has been completed by a volunteer serving at the B.R.R.I.

c. Research into low-cost housing is progressing.

d. Over 300 students were partially prepared by volunteers for their final year examinations.

e. Goals two and three are being achieved in a very limited way because of the lack of counterparts and interpersonal interaction on the job.

4. Support: Support did not seem to be a problem with the volunteers lecturing in the universities. Their jobs are highly structured and generally exist in an environment endowed with the necessary equipment for productive work. There is excellent support from the Ghanaian Government for the universities because of their high priority in governmental development plans.

For the volunteers at the B.R.R.I., support is lacking from both the host country and from the Peace Corps. An example of this failure to provide a supportive function is the volunteer who felt compelled to purchase a spare machine part on his own in the United States because other systems for doing so were not responsive. By the time the part arrived in Ghana, the volunteer had completed his service three days previously. This one machine part was all that was needed for the volunteer to complete his job. In general, volunteers at the Institute felt unsupported on the job, and, rarely visited by Peace Corps or Ghanaian staff.

5. Skill Availability: Fill rates for this Management Unit are low due to the high entry level qualifications. These qualifications are expected to remain high for university lecturers and perhaps even increase for research volunteers as local research capabilities improve.

6. Overall Findings/Issues/Considerations: Volunteers in this Management Unit are doing an important job and are are satisfying an important need for Ghana. However, the evaluation team feels that this program needs to be reviewed in the light of volunteer availability and the need of the universities to staff their faculties with volunteers as the two principal criteria for deciding whether or not to continue the program.

If Peace Corps/Ghana decides to continue its involvement with the B.R.R.I., it should insist that B.R.R.I. officials improve their definitions of volunteer jobs before they are recruited, and update them while they are employed.

This might be achieved through improvements in and clarification of program agreements with the Ghanaian project staff and through the introduction of an on-going evaluation system.

7. Future Prospects: The future potential of this Management Unit is limited and projected to decline in numbers over the next five years as the university system becomes self-sufficient. Because of the lack of available statistics, the evaluation team could not verify (except through interviews with ministry officials) the projections cited in the '76/'77 Country Management Plan. Based on the interviews, the projections appear to be as valid as they can be at this time.

Sports - (4 Volunteers)

1. Ghanaian Needs/Alternatives: The Ghanaian Government views sports as a means of unifying the country as well as increasing its international identiy. There is a shortage of trained coaches in basketball, swimming, and tennis.

2. Management Unit Objectives/Volunteer Utilization: The goal of this Management Unit is to assist the Sports Council of Ghana in the development of sports programs by supplying trained coaches and organizers whose jobs consist of training athletes, conducting clinics for current Ghanaian coaches, and coaching international teams.

3. Program Accomplishments/Goals 1, 2, 3 Fulfillment: This program seems to have run out of steam. After an initial "honeymoon" period, the Sports Council is providing little direction to the program leaving volunteers to find and and structure their own jobs. Program accomplishments have been relatively few given the number of volunteer work-years involved and their expectations.

4. Support: Little support has been provided from either Ghana or Peace Corps. Volunteers are working hard but not with the guidance and supervision of the Sports Council which is needed if Ghana's goal is to be attained.

5. Skill Availability: Volunteer skills are restricted to fairly skilled candidates with B.A. degrees in their field or proven talent.

6. Overall Findings/Issues/Considerations: (a) There is little resemblance between what the volunteers are currently

doing and the original goal of the program. Some volunteers are engaged in useful athletic training activities, but no longer under the umbrella of the Sports Council. Without this link, it is difficult to envision any productive progress being made toward meeting Ghana's need for using sports as one way to unify the country.

(b) Program agreements do not appear to have been well understood among the parties involved. Continuing interest by them has diminished to the point where Ghana, Peace Corps/Ghana and the volunteers are waiting for the program to end.

7. Future Potential: Future involvement of Peace Corps/Ghana should be dependent on the actions of the Sports Council. Volunteers can probably make a contribution to helping Ghana unify if viable agreements and plans with the Council can be worked out. If not, then this program should be discontinued after the termination of the present volunteers.

Institute of Journalism - (3 Volunteers)

1. Ghanaian Needs/Alternatives: There is a shortage of trained writers and journalists in all areas of mass communication, especially in creative writing and advertising.

2. Management Unit Objectives/Volunteer Utilization: The goal of this Management Unit is to assist the Institute of Journalism in its efforts to train journalists.

3. Program Accomplishments/Goals 1, 2, 3 Fulfillment:
(a) Syllabi revision for course work has been completed.

(b) New classes have been successfully introduced and implemented.

(c) A brochure for the Institute of Journalism has been designed, prepared, and distributed.

4. Support: Volunteers in this program felt unsupported by Peace Corps/Ghana primarily in non-job related areas. Volunteers appeared to be concered with the general functioning and leadership of Peace Corps/Ghana and cited poor training and poor relationships between volunteers and staff as evidence of their concern.

5. Skill Availability: Volunteer skills are restricted to highly skilled and preferably experienced candidates. Fill rates are expected to be low due to the scarcity of candidates.

6. Overall Findings/Issues/Considerations: Volunteers in this Management Unit are highly skilled and experienced volunteers who feel frustrated by numerous facets of the Peace Corps experience. The extent to which these frustrations inhibit their effectiveness as volunteers is not known, but Peace Corps/Ghana staff should develop improved relations with these volunteers in order to diagnose the situation and to take the appropriate action.

7. Future Potential: The future potential of this Management Unit is limited by the absorptive capacities of the Institute of Journalism to creative writing, marketing, and advertising. Current Peace Corps strength is three volunteers and is expected to be reduced to two in FY 1977. Peace Corps volunteer assistance to the Institute is expected to continue for five years.

Agriculture and Rural Development Sector

The agriculture and rural development sector is currently engaged in five Management Units: crop extension, animal extension, forestry research and development, rural development, and game and wildlife research. The total number of volunteers is estimated to be 23.

Agriculture and rural development is the highest priority development need of the country. It will be the major emphasis for Peace Corps/Ghana over at least the next five to eight years as it phases-out of secondary education. Becuase of this shift, significant new developments are expected to occur. Because of recent policy shifts within the major international development agencies, Peace Corps/Ghana is now able to collaborate with the USAID and the World Bank in their programs which are designed to directly reach the rural and urban poor. The programming of AB generalists is also expected to occur within this context if the Ghanaian Government can be convinced to do so and Peace Corps/Ghana becomes more assertive in its approach to identifying innovative needs and in selling these ideas to the appropriate authorities.

Crop Extension/Production Development - (6 Volunteers)

1. Ghanaian Needs/Alternatives: Self-sufficiency in food production is Ghana's principal development goal. Current problems which inhibit the attainment of this goal are insufficient supply (and quality) of farm inputs, an ineffective and in many areas non-existant extension service, a lack of credit delivery systems, a lack of an organized marketing system and a lack of an appropriate pricing policy. Ghana's development

strategy is to emphasize employment generating opportunities and increases in incomes via increased productivity of farm crops of small farmers. This strategy is one small but important piece of Ghana's program of reaching self-sufficiency in food production.

2. Management Unit Objectives/Volunteer Utilization: The goal of this Management Unit is to assist the Ministry of Agriculture in improving input distribution and marketing systems, setting-up demonstration plots, and training Ghanaian extension agents to improve the productivity of the small farmers.

While this program is fairly well articulated on paper, it bears little resemblance to what the volunteers are actually doing and to the programmed approach of influencing the development deficiencies mentioned earlier. While volunteers are engaged in valuable work and in setting-up demonstration plots and field trials, most of their time is spent waiting for promised government inputs, negotiating with a recalcitrant and unsupportive government bureaucracy, and in hustling ministry officials for project funds and farm equipment. Very little training of counterparts is occurring because they have not been provided by the Ministry of Agriculture.

3. Program Accomplishments/Goals 1, 2, 3 Fulfillment:
(a) Approximately twenty-five successful demonstration plots have been set-up.

(b) Approximately 490 acres of cotton were planted and harvested.

(c) An evaluation by Peace Corps/Ghana of the cotton project was completed.

(d) Approximately 100 farmers have been exposed to improved practices and technologies.

(e) Goals two and three are being achieved in a limited way through interaction with farm laborers and Ministry workers. The lack of counterparts makes full achievement difficult.

4. Support: Project supervision and support is lacking from both the host country and from Peace Corps. Volunteers are rarely visited by Peace Corps staff. When they are visited, the staff remain for only short periods of time. Most of the volunteers report that they are not actively engaged in the programming process and for all intents and purposes doing their "own thing."

5. Skill Availability: Current volunteers in the crop extension program are recent college graduates with some horticultural experience (on farms and communes) in the United States, i.e., except for a few volunteers they are AB generalists. They were recruited and trained by Peace Corps/Ghana to test the viability of AB generalists in a rural agricultural development setting. The evaluation team does not know for certain whether the host country is presently aware that these volunteers entered service without the reportedly high prerequisite entry level requirements established by the Ghanaian Government. A letter from the Peace Corps/Ghana Country Director to the Africa Region Director dated November 25, 1975, indicates that these volunteers were selected without the knowledge of the Ghanaian Government for the purpose of testing AB generalist viability in the field. This Management Unit might be an area where interdisciplinary teams can function well.

6. Overall Findings/Issues/Considerations: This program is a good one and one that has a great deal of potential. It suffers, however, from several problems:

   a. The fact that it is an experiment to field test AB generalists without the knowledge of the Ministry of Agriculture. A key consideration is what will be done with the data from the experiment? Will Peace Corps/Ghana continue to bring AB generalists in as they have or will they let the Ministry of Agriculture know the full details? In either case, Peace Corps/Ghana runs the risk of diminishing its working relationship with the Ministry of Agriculture. An approach that might be taken in the future is to negotiate the terms of future experiments with the Ministry of Agriculture with the full backing of USAID and the U. S. Embassy based on future collaboration and the results of the present experiment.

   b. Program objectives are primarily input oriented and are not clear on the measures of success for changing the "behaviors" of the small farmer. For example, exposing small farmers to improved methods and techniques, etc., is an input into small farmer behavior, but does not specify outputs, i.e., what behaviors are expected once changes have occurred. Doing an in-depth task analysis and including measures of success in the planning process might be a way of specifying objectives that are output oriented.

c. Volunteers working without counterparts is an expensive proposition. Not being able to transfer skills to local counterparts puts this program in to a high "total cost" bracket. The total costs of such a program may mean that other programs (or other countries) may better benefit from the services and skills of these volunteers. Future negotiations with the Ministry of Agriculture may need to be more assertive so that counterparts are provided.

d. Crises seem to be occurring constantly due to the lack of agricultural inputs and the unpredictability of projecting when they will be available. In a situation such as this the volunteers run the risk of discrediting the Ghanaian/Peace Corps extension operation in the eyes of their intended client, the small farmer.

e. Support and supervision are lacking. Because of the problems cited in number four above, close supervision, meaningful support, and an on-going evaluation system should be provided to the field operation. Programming volunteers as teams in one location, using volunteer leaders, and getting into the field more often may be ways for the Peace Corps/Ghana staff to overcome the great distances involved in visiting volunteers. Volunteers were also concerned with the quality of supervision. Ghanaian supervisors were generally inaccessible or not equipped (or oriented) to supervise volunteers. Involving supervisors in pre-service and in-service training programs is one way of resolving this. Peace Corps staff are often viewed as bureaucrats rather than as program managers. This latter view of the staff probably has some merit given the administrative workload the field staff has to contend with. Reducing the size of the Country Management Plan and other administrative tasks and improving the delegation of work may be ways of lightening the load.

f. The crop extension volunteers are working in different locations very distant from each other. This makes any "team" effort difficult to manage and any support effort difficult to implement unless they are clustered as recommended above. It raises the question of the diffusion and adoption of results to other regions (horizontal information linkages) and upwards to Ministry officials (vertical information linkages). The feasibility of having volunteers dispersed in a program of this nature where the variables are numerous, complex and specific to

to particular locations is questionable in terms of results, the motivations and skills of the volunteers and the management of the program. Perhaps a more concentrated focus and an inter-disciplinary team effort in one location working on an identifiable target group (e.g., 100 farmers in Tema) with a measurable goal (e.g., to increase farmers yields by 200% in six years) may solve some of the current problems.

g. The AB generalists in this program appear to be doing an effective job though handicapped by the problems cited above.

h. Volunteers do not perceive their being involved in the programming process. The evaluation team feels this perception is not one of semantics but rather one that has to do with the poor relationships between Volunteers and the staff. These poor relationships are hindering communications and the management of volunteers. This subject is treated more specifically in the sections on "Relationships" and the "Programming Process" (Program Evaluation) in this report.

7. Future Potential: Crop extension projects with AB generalists could be a wave of the future for the Peace Corps in Ghana, especially if Ministry officials can be persuaded to reduce their stringent background requirements for volunteers. The AB generalists seem to be matched for the demands of the job.

It is suggested that future programming be designed with the following characteristics:

- o continue as in the past starting out small and phase over a period longer than two years;
- o be team oriented where each member of the team brings different but complementary skills and that these teams include specialists and AB generalists;
- o involve host country personnel at all levels (ministry to field) to make sure that horizontal and vertical linkages are set-up and working;
- o be based on joint program agreements at all levels so that goals, tasks, potential problems, ground rules and responsibilities are clearly defined for the volunteers and for the Ghanaian supervisors;

- o an on-going evaluation system is implemented and working;
- o involve third year education volunteers where feasible who have the prerequisite subject area backgrounds;
- o be location specific since even regional climatic and human variables can differ greatly;
- o be supervised and supported closely by Ghanaian and Peace Corps staff; and
- o be based on indigeneous inputs and village level technology if collaboration with USAID or any other donor agency is not forthcoming. Indigeneous inputs and village level technology may be worth investigating for their own merits via a Peace Corps/Ghana program since it fits in with Ghana's development objectives of self-sufficiency and high employment. For example, urban areas in Ghana produce tremendous volumes of trash that can possibly be composted into fertilizer. Urea (potentially useful as a fertilizer) exists as a by-product of making sugar, an industry which exists in Ghana. Organic farming may be explored. New and improved varieties of seeds may be developed locally through a specialized Peace Corps/Ghana research and development team that is linked up with a land-grant university in the United States or some other U.S. research institution. The idea is that as an alternative, Peace Corps/Ghana should explore the possibility of developing programs that are not dependent on USAID.

Forestry, Research, and Development - (6 Volunteers)

1. Ghanaian Needs/Alternatives: Except for an indigenous mud brick called swish, the major portion of building materials used in the Ghanaian construction industry have traditionally relied on imported raw materials. The only major exception to this is timber, which has its own problems. While Ghana is a major exporter of timber only 5% of its production is sold in domestic markets. To correct this situation the government has initiated a policy to develop and harvest its forest reserves in a way which increases its foreign exports at the same time it increases local consumption at affordable prices. At present, certain problems prevent this from happening: surveillance and monitoring of production, harvesting, and processing of timber are ineffective and result in inefficient practices and

much waste; access roads and other infrastructural investments are few and insufficient; a fire prevention policy and program does not exist; and forest workers are poorly equipped.

2. Management Unit Objectives/Volunteer Utilization: The goal of this Management Unit is to assist the Forestry Department to train forestry technical officers, to build feeder roads, to develop a fire prevention program, to train motor pool mechanics and to conduct research that provides a wider range of forest products to foreign and domestic markets.

   Volunteers are involved as slot-fillers in conducting research at the Forest Products Institute (F.P.R.I.) and in projects for the repair of motorized vehicles, in teaching forestry technical officers at the Forestry School in Sunyani and in building offices and homes for the Department of Forestry.

3. Program Accomplishments/Goals 1, 2, 3 Fulfillment: While the volunteers are working hard in what they are doing, the forestry and forestry education projects do not appear to be functioning as planned. Goal 1 accomplishments are few. Progress toward enroute objectives and Goals Two and Three appears to be slow and unpredictable. Because of the lack of supervision and foreseeable support, especially from the Ghanaian Government, it is uncertain whether volunteers will be able to correct the situation and contribute toward meeting any of Ghana's developmental needs in this area.

   Volunteers at the research institutes, however, are filling valuable jobs the Ghanaian Government cannot fill at the present time. Volunteers there are conducting research designed to benefit the forestry industry.

4. Support: Most of the volunteers in this program reported a lack of program management and supervisory support from both the host country and from Peace Corps/Ghana. Volunteers working in the forestry school, the fire prevention project (before the volunteers transferred to the forestry school), the motor pool project and the road building project especially fall into this category. Communication between Peace Corps/Ghana and project supervisors and between project supervisors, ministry officials and volunteers is not occurring to the extent warranted by the problems that have occurred in the program.

5. Skill Availability: Volunteer skills are somewhat restrictive. Except in research, restrictions require a subject matter specialty (B.A. degree) and/or experience.

6. Overall Findings/Issues/Considerations: (a) Because of the problems mentioned earlier, Peace Corps/Ghana is phasing-out of the forestry and forestry education projects. The evaluation team supports this policy unless renewed agreements with tougher ground rules can be negotiated at all levels.

(b) The volunteers engaged in research are basically slotfilling until Ghanaians can be trained to fill their positions. Although the research project seems to be achieving Goal One, the evaluation team supports Peace Corps/Ghana in reviewing this project in terms of Goals Two and Three.

(c) Viable agreements between ministry officials, Peace Corps/Ghana and their respective field personnel in the forestry and forestry education projects have not existed in the past. Objectives among the parties and their understanding of program agreements appear to differ. This is especially true between ministry officials and the Bupe fire control project Ghanaian staff, but is also true between the supervisor of the forestry school and Peace Corps/Ghana and ministry officials.

(d) On-going communication between and among the parties is not occurring. Corrective actions, therefore, are left to the volunteers to implement on their own, often resulting in disillusionment and programs which do not adhere to the original objectives and motivations of the people involved.

(e) Technical assistance to the forestry school volunteers may be needed in improved training methodology and syllabus revision. It appears that no one there is dealing with what the forestry technical officers are expected to do at the end of their training. Training, therefore, may not be directed toward producing a desirable product.

7. Future Potential: The need for Peace Corps volunteers in the forestry school is limited. The supervisor of the school reports that Ghanaians can be found to fill the positions now occupied by volunteers.

The fire prevention project may be less limited in the future if a workable program can be worked out between Peace Corps/ Ghana, the ministry and the local project staff.

The road building project is limited by the availability of road construction equipment. One avenue that may be explored with ministry officials, however, is a labor-intensive project which relies on intermediate technology developed locally with the help of Peace Corps, VITA, an American university, and, perhaps, the World Bank. Various papers and reports have been filed at the Bank on the use of labor and local technology (instead of capital) as the principal means for building roads. The advantages to the Ghanaian Government of such a project are: increased employment in rural areas, self-reliance, the development and use of local resources, cost savings, and the use of the road at an earlier date. The advantages to the Peace Corps are innovative programming, an opportunity to develop and use intermediate technology, and possibly an opportunity to build collaborative relationships among various international resources.

Animal Extension/Production Development - (5 Volunteers)

1. Ghanaian Needs/Alternatives: Ghana's principal development goal is self-sufficiency in food production. The factors which inhibit the development of livestock production are: an insufficient supply of breeding stock, animal rations and grass and legume seed for pastures; a lack of facilities and systems to control pests and disease, a lack of an adequate water supply system; an ineffective extension service; a lack of formal credit delivery systems; a lack of facilities for slaughtering and processing of livestock; poor transportation and marketing systems, and inadequate farm records. The Peace Corps/Ghana program of assisting the Ministry of Agriculture in developing commercial animal husbandry practices and in training local counterparts is an important piece of Ghana's development strategy.

2. Management Unit Objectives/Volunteer Utilization: The goal of this Management Unit is to assist the Ministry of Agriculture in the development of commercial animal husbandry practices and techniques and to train Ghanaian counterparts to enhance the productivity of the traditional livestock producer.

   Volunteers have fit well into the jobs they were recruited for. They are conducting grass and legume trials, improving pastures, building fences and paddocks, and tobacco and grain silos and extending improved methods to cattle and poultry farmers.

3. Program Accomplishments/Goals 1, 2, 3 Fulfillment: In most cases Goal One is being met by the volunteers in this Management Unit. Much valuable work is being performed by the volunteers in their various projects. The evaluation team, however, is unsure to what extent Goals 2 and 3 are being achieved since the volunteers are primarily "on their own", and by and large without counterparts to extend and carry-on their work.

4. Support: Volunteers reported that physical support (i.e., farm inputs and equipment) items were available to them so that support did not constitute a serious problem. These volunteers, therefore, felt more productive in their work and that staff support was less needed.

5. Skill Availability: Restrictions are somewhat greater for this Management Unit than for Crop Extension. Volunteers should have at least a B.A. in the subject matter and, if possible, have some field experience. This might be an area where interdisiplinary teams can function effectively.

6. Overall Findings/Issues/Considerations: The animal extension program seemed to be much less crisis-oriented than the crop extension Management Unit. Perhaps this is due to the fact that some of the volunteers are working on large government owned farms and, therefore, are isolated from the uncertainties and support problems of other agencies. The evaluation team did not have any philosophical problem with volunteers working on large quasi-commercial farms as long as the eventual benefits of the program result in increased food production and reduced prices rather than solely increased profits for the Ghanaian Government corporation and higher prices for the consumer. Increased food production at lower consumer prices are implied in Ghana's developmental goal of self-sufficiency in food production.

7. Future Potential: There is little doubt that the animal extension program is greatly needed in Ghana and that volunteers can play a contributing role in extending development systems at the local level. Peace Corps/ Ghana should continue to support this program as it holds a great deal of potential for growth and the involvement of AB generalists and specialists working together, the latter in research and development on the farm, the former in extending technologies to local herdsmen.

Rural Development - (2 Volunteers)

1. Host Country Needs/Alternatives: The development of small industry, sites and services, and social development is a high priority goal of the Ghanaian Government in the rural areas of Ghana as a means of slowing down rural to urban migration, and implementing multi-sectoral development strategies.

2. Management Unit Objectives/Volunteer Utilization: The goal of this Management Unit is to assist the Department of Social Welfare and Community Development in guiding and facilitating the social transformation of the rural areas by making available intermediate technology for the development of rural industries and technical directions to enhance the development of the rural community.

3. Program Accomplishments/Goals 1, 2, 3 Fulfillment: Original plans called for terminating the program in March 1975. The program has been revived, however, because of the significant contributions made by a volunteer assigned to the Technology Consultancy Center of the University of Science and Technology in Kumasi. While there, this volunteer was able to demonstrate (by doing) that significant and worthwhile rural projects could be successfully implemented. For example, he demonstrated that grain wastes could be used for animal rations, and that breadmaking as a cottage industry could be a viable venture for the underemployed in local villages.

4. Support: Not known.

5. Skill Availability: Volunteer skills are varied depending on which area of rural development they are involved in. Variation ranges from subject matter specialists to AB generalists. This is an area where volunteer interdisciplinary teams might be called for.

6. Overall Findings/Issues/Considerations: (a) Translating the achievements of the volunteer mentioned above to a Peace Corps program may require some careful thought and assertive programming by the Peace Corps/Ghana staff. From all accounts, this volunteer is atypical and not readily available through Peace Corps' normal recruiting channels.

(b) The goal of this Management Unit is more of a policy statement rather than a measurable goal which specifies desirable outcomes that are related to Ghana's development needs. Distinguishing between a policy statement, goals, and objectives is suggested as a possible way to clarify the meaning of this program. Refer to the section on the Country Management Plan for further details.

7. Future Potential: The potential for growth in this program is unlimited if the Ghanaian Government can be persuaded to use AB generalists, if international agencies decide to use Peace Corps/Ghana as a manpower resource, and if experienced and/or trained volunteers can be found to fit into viable jobs. The viability of jobs, especially in rural community development, can be critical if the nature of these jobs leads to "intangible" and unclear job descriptions. Program agreements with these agencies will need to be clear and training will need to be improved in order that Volunteers be productively used.

The future of rural development, through international collaboration, could get Peace Corps/Ghana involved in new technical areas which training is not presently set up to deal with in-country. Intermediate technology, rural industry, sites and services, and urban planning are a few of these areas which will need improved training models to adequately train AB generalists.

Game and Wildlife - (4 Volunteers)

This Management Unit is expected to close-out by August 1, 1976, for the following reasons: (a) the four volunteers in the program will have completed their research projects by then; (b) Ghanaians are being found to replace the volunteers; (c) the Game and Wildlife Department is unable to support highly skilled and trained U. S. volunteers in a way which maximizes their productivity.

The volunteers in this program are completing four years of service. They are highly trained young professionals who have significantly contributed to Ghana's development.

SECTION IV

TRAINING

Pre-Service Training Components

Training is found to be inadequate for the programs Peace Corps/ Ghana is currently involved with and for those it plans to emphasize in the future. Volunteers' responses to the NVSAC questionnaire support these findings as shown below:

TABLE III

NVSAC QUESTIONNAIRE
VOLUNTEERS' ASSESSMENT OF TRAINING

PERCENT POSITIVE RESPONSES

Responses (N=126) 1/	Ghana	Afr. Reg.	All Peace Corps	Normal Limits One Std. Dev.
Language Proficiency	3.2%(-)	37%	39%	22%
Language Training	32%(-)	NA	60%	17%
Technical Training	12%(-)	46%	37%	15%
Cross-Cultural Training	47%	38%	39%	12%
In-Service Training	11%(-)	20%	25%	14%
Training Live-In	52%	NA	63%	36%

(-) Indicates that score is at least one standard deviation lower than Peace Corps.

1/ (Approx. 65% of total number of volunteers)

Training in Ghana has not been as responsive to the post-training needs of the volunteers as it might be. Ghana ranks at least one standard deviation lower than Peace Corps and the region in each of the items in Table III above except in cross-cultural training, in-service training and training live-ins. In-service training is low by Peace Corps standards, but not below the region if one standard deviation is used as a cut-off point. This is not suprising since little or no in-service training occurs in Ghana. Cross-cultural training is surprisingly high when compared with the region and Peace Corps, considering that cross-cultural training in Ghana is oriented primarily toward the teaching of local customs and Ghanaian area studies. Language proficiency is low because most of the volunteers speak English on and off the job. Language training is low by Peace Corps standards and needs to be improved. Technical training needs to be improved.

needs to be improved. Technical training is low by both African and Peace Corps standards. An additional implication is that training technologies among countries within the African region differ and that better coordination from the region and cross-fertilization among countries may be called for.

Language Training

Peace Corps/Ghana uses a "direct method" of instruction for teaching the local dialects. Native speakers are used along with an exercise workbook and live-ins. The instructional stragegy is to moderately immerse the trainees in the local language for short periods each day and to mix learning with formal and informal methods. Orientation to the local customs and culture is interspersed with language learning.

An analysis of the 1975 training reports and interviews with the training core staff leads to the conclusion that the conceptualization of language training is basically sound, but in need of refinement and some adjustments. These adjustments have to do with the cultural differences which exist between trainers and trainees and the way these differences either inhibit or facilitate learning on the part of "naive Americans." Presumably, these differences are not fully known and understood by all members of the training staff. These differences, and the skill in managing them, are critically important and basic to creating a productive learning environment.

Language proficiency should take on an increased importance as Peace Corps/Ghana moves out of education and into grassroots activities. In the past, when the education sector was of prime importance, proficiency in a local dialect was not needed on the job. Volunteers taught their classes in English, the national language of the country. The current shift to agriculture, rural development and secondary community-related jobs for education volunteers, however, will require a proficiency in the language since many small farmers, entrepreneurs, and rural folk can only be reached in their native language.

Language proficiency should take on an increased importance for another reason -- to improve the extent to which Goals 2 and 3 are achieved. The evaluation team was struck with the extent to which people of all classes in Ghana normally conduct business in a local dialect. This was true for professional Ghanaians as well as for rural persons. Learning a local dialect well may significantly enhance the attainment of Goals 1, 2 and 3 if the volunteers learned more than a few phrases and words for speaking the language.

Cross-Cultural Training

Peace Corps/Ghana's method of cross-cultural training is based on the direct involvement of trainees in survival and cultural experiences in the community and on information gathering in the form of lectures, handouts, small-group discussions and consultations. Learning is guided by a fairly broad range of terminal objectives and learning activities that are intended to help trainees adapt to the new environment and culture. Most of these objectives and activities are part of a separate track of learning giving cross-culture an importance it might not otherwide receive. Volunteers, especially the most recent ones, appeared to be generally pleased with cross-cultural training and found it to be most relevant of the three tracks. Live-ins were considered especially useful by volunteers, but felt that the staff could improve on their consultation techniques and on processing trainee experiences better.

Technical Training

Technical training ranked low in both the NVSAC questionnaire results and in the interviews with volunteers. This was especially true for volunteers in the agriculture and rural development Management Units, but also true to a significant degree with those in education. Many volunteers characterized technical training as a "waste of time" or as "too basic". Education volunteers were mixed in their reactions as older, more experienced volunteers reacted negatively while younger and less experienced ones were more favorable. Presumably, this difference occurred because training met the needs of the less experienced while it did not address the needs of the experienced ones.

Past training objectives for agricultural volunteers were less well thought out and representative of what volunteers were to do than is the case for education volunteers. This might be expected since agriculture is a new field for Peace Corps/Ghana while education has been in existence for fifteen years.

Technical training should take on increased importance in the near future as the agriculture and rural development programs gear up. The recruiting of AB generalists will require that training be improved. The nature of their work with the small farmer, the small entrepreneur and with local townspeople will require specialized training that adequately equips the AB generalists to work effectively with them. Collaborating with USAID and the World Bank will likely mean that training will have to be up to a certain level of performance. Certain programs may require the introduction of intermediate technologies

(or improvisations of the same) thereby adding another new dimension to the technical training component. Some, or all of these new requirements may mean that Peace Corps/Ghana will will have to split its training between Ghana and the U. S. or some other location where these resources can be obtained. The decision to split training should be explored by Peace Corps/Ghana and should be based on what volunteers will be doing in the future. It is likely that if more AB generalists become involved in technology transfer activities, training will need to be vastly improved, perhaps to the point of splitting it. More contract funds can, therefore, be budgeted for other than "warehousing" volunteers in Ghana (at present a costly proposition) and certain high cost technical training inputs made available.

The Training Process

Planning/Implementation/Evaluation

Since 1970, Peace Corps training in Ghana has been planned and conducted by Pointer, Ltd., a private Ghanaian manpower training corporation. In FY 1977 (this year), training will be planned and conducted by the Peace Corps staff in Ghana, and the prospects are that this will continue into the future. This change in the management of training will presumably mean that a new staff will be put together (a part of which might include former Pointer staff), that there will be new ground-rules for working together, new design criteria, and that there will be new knowledge, processes and skills that will have to be identified and coordinated. The diagnostic material that follows is based on an evaluation of training conducted by Pointer and, therefore, is offered as a possible agenda and framework for staff training and technical assistance prior to the next training cycle. The evaluation team, however, cautions the Peace Corps/Ghana staff from using the material uncritically given the change to in-house training mentioned above.

Findings and Possible Causes

Findings in the area of training lead the evaluation team to recommend a complete overhaul of the planning, implementation, and evaluation of training in Ghana. The recommendation for training is that the entire process from pre-training research to in-service training should be overhauled, that staffs need to be better trained, that programmers should be more directly involved and accountable for training their volunteers and that split training models should be explored by headquarters and Peace Corps/Ghana if local or "transported" resources cannot be obtained in Ghana.

It is further recommended that the above be initiated with outside professional help through a series of short-term, intensive workshops, consultations and technical assistance.

The findings of the evaluation team and their diagnosis as to possible causes follows on the next page.

TABLE IV

TRAINING: FINDINGS AND POSSIBLE CAUSES

Findings	Causes
I. No task analysis appears to have been done prior to developing many of the training objectives.	a. Job descriptions considered sufficient for the purpose of framing objectives.
	b. Task analysis is not considered important; it is considered to be an extra piece of necessary work.
	c. Staff members do not possess skills necessary for developing a good task analysis.
II. Prior assessment of trainees' knowledge, skills, attitudes, and needs is not an input into the development of objectives.	a. Biographical data sheets assumed to provide enough information.
	b. Ghanaian trainers assumed to know enough about Americans to be able to train them.
	c. Trainers' do not know how to assess the needs of the learners.
III. Training objectives written for some but not all jobs; objectives insufficiently developed for training purposes.	a. Poor planning and communication on the part of programmers and trainers;
	b. The programming of certain jobs may not have been well thought-out.
	c. Objectives not really considered necessary to design a training program.
	d. Staff members' skills in writing training objectives that relate to the task analysis are not well developed.

Findings	Causes
IV. Pointer staff and some Peace Corps staff apparently disagree about their respective roles in the development and implementation of the training program.	a. Roles, responsibilities, and ground rules for working together are not clarified or "contracted" among the parties involved. b. Respect and trust between training and programming staff is not well developed.
V. Disagreement exists as to the way to organize training for the achievement of maximum learning on the part of the American trainees.	a. Trainees, trainers, and programmers come from different cultures and educational systems and, therefore, have different assumptions. b. No successful attempt has been made to develop a common set of assumptions or theory base about how American trainees learn.
VI. Design for training programs doesn't reflect philosophy espoused by Pointer in its training reports.	a. Design constrained by factors of time, money, and quality of staff. b. Trainers do not have adequate design skills. c. Trainers do not fully know the implication of their particular philosophy of training.
VII. Adjustments to the training program are rarely made after the trainees' arrival to take into account their unanticipated skills, attitudes, and needs.	a. Reassessment of attitudes, values, skills, and needs brought by trainees to Ghana is not deemed important to the development of the training program.
VIII. Training sessions varied in quality; most Peace Corps volunteers don't speak many words of a local language; cross-cultural training, with the exception of the live-ins, emphasized local customs rather than a focus on a range of cross-cultural	a. Implementation reflects trainers' attitudes of how learning should take place rather than reflecting the attitudes of the learner. b. Poorly selected, poorly trained and/or new staff.

Findings	Causes
VIII. (Continued)	
objectives including attitude formation; technical training often emphasized lectures rather than doing.	c. Need for doing an activity not established. d. Inadequate materials and/o funds to carry out progra e. Task analysis and trainin objectives do not reflect attitude development and affective learning activities.
IX. Evaluations are conducted and used for improving future programs but are lacking in timing and quality.	a. Need for continuous feed-back and evaluation is not seen as important. b. Staff skills in evaluation and counseling techniques are not fully developed. c. Evaluation designs are not adequate. d. Timing of evaluations is not considered relevant to the validity of trainees' remarks. e. The roles and responsi-bilities between Peace Corps/Ghana and the contractor are not sufficiently clarified.

SECTION V

PROGRAMMING PROCESS

The programming process in Ghana is improving because of recent additions to the staff, but it is not as effective as it should be. The major problem seems to be a shift in policy without a corresponding shift in the tools needed to carry out the new policy.

Traditionally, programming in Ghana has emphasized slot-filling in the education sector and primarily relied on administrative tools to program its volunteers. In many cases, though not exclusively, these administrative tools were adequate for slot-filling programs but inadequate for the more complex and recent programming efforts in agriculture and rural development and technology transfer. In this newer area, and to some extent in education, programs are not being managed and supervised well, problem diagnosis is not adequate, agreements and commitments are often broken by Ghanaian Ministries, corrective actions are often not taken, evaluation and program reformulation occurs infrequently as a regular procedure, detailed task analyses are often not done as a necessary step in the process, and while the Country Management Plan is well thought out, it is not utilized as an on-going management tool.

The findings shown in the Management Unit Assessment Summary Table (Table V) are based on interviews with volunteers, Peace Corps/Ghana staff, Ghanaian supervisors, and Ghanaian ministry officials, and on analyzing Project Descriptions and the Country Management Plan for Fiscal Year 1976 to 1977. The scores (in both percentage and decimal terms) shown for each of the ten criteria are the average of the individual scores of each of the members of the evaluation team.

TABLE V

SUMMARY OF MANAGEMENT UNIT ASSESSMENT [1/]
(All Management Units - 10)

Criteria	Rating (1-5 scale)	% Avg.
1. Past objectives were attained.	1.8	36%
2. Need of Ghana explicitly identified.	1.8	36%
3. Objectives relate to Ghanaian need.	1.7	34%
4. Objectives are verifiable/ explicit.	2.7	54%
5. Objectives are time-phased.	2.3	46%
6. Enroute objectives are on schedule.	2.5	50%
7. Objectives contribute to higher level goals.	1.7	34%
8. Volunteer activities are monitored.	1.8	36%
9. Complimentary resources are programmed. Ghana or 3rd party.	2.3	46%
10. Programming is done jointly by Peace Corps and Ghana.	1.8	36%
Overall Ranking	2.0	40%

1/ Each Management Unit is ranked according to a five point scale (from low to high in ascending order) for each of the ten criteria listed above. Averages for each criteria item is shown in both decimal and percentage terms. The overall average performance score is an average of the individual averages.

The overall average performance score for the programming process in Ghana is 2.0 on a five point scale (see Table V). The implication of this score is that improvements in the programming process are needed. While improvements are greatly needed in the technology transfer programs of agriculture and rural development, they are also needed in the education sector, especially as education moves increasingly from secondary education and slot-filling to teacher training and technology transfer.

While the overall score is an aggregate indicator of performance of the two sectors combined, it should be borne in mind that the programming process in Ghana is really two processes, one for education (slot-filling) and one for agriculture and rural development (technology transfer). They are different from each other in management complexity, length of time Peace Corps/Ghana has experienced them, the environment within which each occurs, and the risks that are involved. This is to say that successful programming in agriculture and rural development is tougher to pull off than in education, so that narrow comparisons between the two should be avoided. The following section briefly describes these differences.

The programming of agricultural and rural development Volunteers is new in Ghana, about two years old and coincides with recent policy shifts by international donor agencies from a gross national product or trickle-down strategy of development to their current policy of employment and income generation from the rural and urban poor. The implication of this shift for Peace Corps is that the goals of large doner agencies are now more compatible to the goals of Peace Corps so that program collaboration between the two is now possible. Both Peace Corps and donor agencies are new-comers in Ghana to this policy area and therefore, still in an experimental stage of development -- especially when it somes to project implementation. Another relative newcomer to this environment is the Government of Ghana. Its systems for carrying out these policies are neither adequate nor extant in many cases.

Education programs have been in existence since 1961 (a fifteen year period) a period long enough to have worked out the bugs and to have established patterns of success. The differences between the two processes or tools become apparent when one analyzes the tasks their respective volunteers are required to perform, the environment they are required to perform in, and some of the conditions under which these tasks occur. The secondary teacher's task has to do with teaching a tightly structured syllabus to students whose sole expectation is to receive instruction in a relatively controlled environment, the classroom. Furthermore, this task is carried out with the assistance of the Ministry of Education,

the best endowed Ministry in Ghana. On the other hand, the crop extensionist's task has to do with changing established traditions, patterns of behaviors and farming techniques of small farmers in a relatively uncontrolled environment, the farm. By comparison with the fairly predictable behavior of the classroom student, the small farmer's expectations and behaviors are generally unpredictable and more difficult to manage. Furthermore, the crop extensionists tasks are carried out with the support of a less endowed ministry, the Ministry of Agriculture. Moreover, the small farmer is a volunteer in the process of change, so that the potential for problems are greater. Unlike the requirement imposed on students to attend class, the small farmer is not required, nor will he necessarily receive any benefit, to participate in the development of his farm.

One final point. Whenever the education program has ventured into new program areas involving technology transfers such as in the reading and sports programs, they encountered difficulties similar to those experienced by the agriculture and rural development programs, i.e., difficulties can be traced to unclear groundrules and negotiated agreements between Peace Corps/Ghana and the Government of Ghana.

Program Development

Programs in Ghana are generally initiated by the government and developed in response to their requests for volunteers. Frequently, especially in agriculture but also in forestry and the research institutes, these requests do not appear to be well thought-out by the host country ministries. Job descriptions are often lacking in relevant detail. From the NVSAC questionnaire results, volunteers in agriculture ranked job descriptions significantly lower than either Peace Corps or the education sector in Ghana. (See Table VI below.) More assertive and joint programming by Peace Corps/Ghana with the government and with volunteers, detailed task analyses, clearer criteria for program design, and clearer programmatic groundrules for "go" decisions may alleviate the problem.

TABLE VI

NVSAC QUESTIONNAIRE
VOLUNTEERS' ASSESSMENT OF PROGRAM DEVELOPMENT

PERCENT POSITIVE RESPONSES

Criteria	Agric.	Educ.	Ghana	Africa Region	All Peace Corps
Job Description	14%(-)	43%	38%	--	43%
Site Selection	21%(-)	21%(-)	22%(-)	44%	43%
Augment/Replace volunteer	43%	74%	68%	65%	57%
Site Change	--	-	67%	--	66%
Job Structure	--	-	81%	66%	57%
Assessment Job Structure	57%	49%(-)	50%	--	60%

(-) Indicates one standard deviation lower than IO.

Tot. No. of Vols. 15* 99** 126

* The total number of agriculture volunteers at the time the questionnaire was administered was 32.

** The total number of education volunteers at the time the questionnaire was administered was 177.

The selection of sites for both education and agriculture ranked significantly lower than the average score for Peace Corps. This may be due to the numerous sites which are available to volunteers in Ghana, the fact that posting is done by the Government of Ghana and that volunteers often view the posting process as an arbitrary one. Peace Corps/Ghana might improve its site survey procedures by improved evaluations of sites, by more assertive negotiations with the government around the posting process in terms of how it is done, and by the development of mutually acceptable criteria for posting.

The scores for volunteer assessments of their job structures -- high for agriculture and significantly low for education -- are not surprising since agriculture volunteers have generally structured their own jobs while education volunteers have had to fit into a structure determined by the school they are assigned to. Jobs in the teaching profession in Ghana are

generally highly structured and fairly unyielding in adapting to the particular needs (personal and professional) of the volunteers.

The Country Management Plan (CMP)

The Country Management Plan is a well developed, thoughtful document. It is, however, limited in its usefulness in that it is not used by program managers as a management tool and is viewed by them primarily as an annual budgeting exercise for headquarters. Policies, goals, objectives and measures of success in the CMP need to be distinguished from each other more than they are at the present time. Policies and goals appear to overlap and it is difficult to distinguish one from the other. Goals are too broadly defined to be useful programmatically and they do not include measurable references to Goals 2 and 3. Statements of objectives do not communicate a full understanding of the problems which must be overcome to implement programs effectively. Measures of success (and failure) do not exist. The CMP, therefore, is not designed nor is it being used to aid the program manager in maneuvering through the maze of program implementation and reformulation. The CMP also does not help "outsiders" in understanding where a program started, where it has been, and where it is going.

Special features of the document might be added which will help it to become more useful to those in the field. First, policies and goals need to be separated. Goals need to be more specific to be measureable and they need to be output oriented. Current goal statements have none of these characteristics. Instead they are broadly worded and closer to what a policy or overall purpose statement might be. An example of a policy statement for agriculture might be, "that Peace Corps/Ghana will program agriculture and rural development resources for the foreseeable future." A function or direction this policy might take might be "crop extension." A goal of this function might be, "to improve the yield and the rate of return of 100 small tomato farmers in the district of Tema by 200 percent over the next five years through the use of indigenous inputs, and cooperative production and marketing, through village level technology and in a way which results in 'day to day' contact between most of the volunteers involved and the farmers." Second, measures of success should be specified which indicate whether the goal has been achieved. Example of measures of success for the goal mentioned above might be: inputs based on indigenous resources (composed trash, hybrid seed developed collaboratively and locally with an American land grant university, and local labor) are developed and found useful;

village level technology (labor intensive methods, improvisations of local farming methods, and intermediate technology) is developed and found to be feasible; one hundred farmers in the district of Tema increase their yields by 200%; these same farmers increase their rates of return by 200% through cooperatively managing their production and marketing; and, most of the volunteers involved are in frequent contact with the farmers in a way which results in improved understanding of and appreciation for each others culture. Third, once goals are made specific, then objectives can reflect the things that need to get done to achieve the goal. One way of doing this systematically is to improve the diagnosis of the development problem, i.e., the need (the difference between what is and what can be), by including the driving and restraining forces which either help or hinder change from the status quo toward the goal. These might include the driving and restraining forces in working with the Ministry of Agriculture, its field staff in the district of Tema, the American land grant university and the target group of 100 farmers. Once these forces are determined thoroughly, objectives can then be easily specified as targets which aim at removing the restraining forces and/or aim at increasing the driving forces. Fourth, an implementation plan should be developed which translates these objectives into activities and which phases these activities over time, sequences them properly, and relates interim measures of success to the objectives mentioned above so that the original diagnosis and planning assumptions can be tested and the program reformulated at designated stages of implementation. And fifth, putting some of this information in tabular or chart form would also be helpful. Displaying the information in this manner helps one to quickly get a sense of the "whole or gestalt" of the program. It is this "gestalt" that could prove useful in determining the "gaps", the innovations and the things that need to get plugged in, in order to move the program along.

Until the Country Management Plan in Ghana is redesigned to be more useful to program managers in the field, it will remain as a "paper document" and serve a limited purpose as an annual procedure for budgeting.

Program Implementation

The program support function in Peace Corps/Ghana is weak and needs improvement. Volunteer responses to this question in the NVSAC questionnaire (Table VII below) show low scores for staff-volunteer contact, Peace Corps staff support, and Ghanaian job supervision. The score for staff-volunteer contact for education is significantly low when compared to Peace Corps. The scores for volunteer staff support and Ghanaian job supervision for agriculture are significantly lower than both the

Africa Region and Peace Corps. The difference in the scores for staff-volunteer contact and Peace Corps staff support for agriculture supports the finding of the evaluation of team that volunteers are not influenced so much by the frequency of contact as much as they are by the quality of those visits. This is verified by the scores for education as well. The same phenomena occurs in education except there the direction of change is reversed: volunteers are visited infrequently but get support when they are visited.

TABLE VII

NVSAC QUESTIONNAIRE
VOLUNTEERS' ASSESSMENT OF PROGRAM IMPLEMENTATION

PERCENT POSITIVE RESPONSES

Criteria	Agric.	Educ.	Ghana	Africa Region	All Peace Corps
Staff-volunteer Contact	33%	11%(-)	15%(-)	--	33%
Peace Corps Staff Support	20%(-)	31%	29%	40%	41%
Ghanaian Job Supervision	21%(-)	20%	21%	27%	29%
Supplies and Equipment	33%	35%	32%	35%	34%
Transport Availability	46%	39%	37%	47%	46%
Live with Volunteers			46%	--	30%
Living Allowance Adequacy	--	--	32%(-)	--	49%
Tot. No. of Vols.	15	99	126		

(-) Indicates one standard deviation lower than Peace Corps and the Africa Region.

Program Evaluation and Review

Little systematic and effective evaluation is occurring. While volunteers are asked for input into program implementation such as helping to write job descriptions and setting goals, not much input is being provided that is valid, not much input is being provided around program development, and not much input

is being received from Ghanaian supervisors and officials in any systematic manner. Corrective actions, therefore, are often not implemented in a timely fashion, and "learning" on the part of programmers, Ghanaian supervisors and officials, and volunteers is not occurring as much as is desired. While evaluation may not be a critical component for jobs which are slot-filling ones even though it may be necessary, it is very critical for jobs which have to do with the transfer of technology such as might occur in agriculture and rural development. The "state of the art" of technology transfer is still in its infancy and, therefore, requires that empirical methods be used.

Evaluation seems to be seriously hindered because of the poor relations between the staff and the volunteers. Since poor relations interfere with any effective communication process, a prior condition to improving evaluation is to improve relations and the communication process between volunteers and staff. Until this is accomplished, a key informant in the evaluation process will not be adequately tapped for the necessary information to make evaluation work. While this problem is not as yet resolved, Peace Corps/Ghana is beginning to improve its relations with the volunteers through increased and better quality contact. These contacts should include building relations based on trust and mutual respect, as might exist between a consultant and a client, and should include field visits in which programmers can stay with the volunteer long enough to find out what is going on and to provide some recognition for what he is doing.

These contacts should also include in-service training and mid-service conferences which are based on addressing the learning needs of the volunteers as a way of improving their skills and also as a way of saying that the staff is doing its job and helping them accomplish theirs. Individual consultations with volunteers are also an important contact in the management and evaluation processes. Like anyone else, volunteers have personal problems which sometimes hinder the accomplishment of their job. Helping a volunteer think through his problem so that he ends up solving it to his satisfaction can be a critical piece of a manager's "bag" in managing people to accomplish a task.

Ghanaian supervisors seem to be left out of the programming process except as initiators of requests for volunteers. Since they are a critical link in the hierarchy between the volunteers, the ministry and Peace Corps/Ghana, and since they are a part of the "development problem", they should

be encouraged to participate in the programming process as "joint partners" in the problem-diagnosis-planning stage and subsequently as "evaluators" during implementation and reformulation. This might mean that supervisors will have to participate as resources in pre-service training programs or as participants in in-service workshops in order to clarify the conditions for their role in Peace Corps/Ghana programming and evaluation.

SECTION VI

VOLUNTEER UTILIZATION

Programming Trends

The programming in Ghana has traditionally stressed education with better than 85% of all returned Peace Corps Volunteers/ Ghana having worked in that sector. Emphasis on classroom education is gradually being phased-down, and increasing emphasis is being placed on agriculture with rural development. Accompanying this is a corresponding shift from the reliance on slot-filling type programming to a more complex programming process involving skill transference and technology transfer.

Program Size: Average project size in Ghana as measured by the average number of trainee request per project varies widely by season within fiscal years. In the Spring of FY 1974, project size varied from 2 to 135 trainee requests. Compared to the region and Peace Corps-wide averages, Ghana's average project size has been significantly lower during the Fall and Winter seasons, and has tended to be slightly higher during the Summer seasons of FY 1974 and FY 1975. This is explained by the large education programs starting during the Summer months while the agriculture programs have been small.

Timing: The largest input of trainees has occurred during the Spring and Summer seasons. Although in the past input has occurred throughout the year, no new programs were started in Fall, Winter or Spring of FY 1976.

Complexity: A measure of a project's complexity is the number of trainees requested per skill level. Ghana projects tend to be more complex than average for the Africa Region and Peace Corps. During FY 1974 and FY 1975, only the Spring FY 1974 season programmed for projects which were less complicated than the average region and Peace Corps level of project complexity. It should be noted that during the Spring 1974 season Ghana projects ranged in complexity from one request per skill slot to 17 requests per skill slot.

Restrictions: The percentage of all trainee requests that are restrictive in terms of sex and marital status and that require experienced trainees varies in season and over time in Ghana. Projects in FY 1974 tended to be less restrictive than the average region and Peace Corps-wide projects for that year. In the last 3 quarters of FY 1975, Ghana requests were restricted more to "male-only" trainees than either the Africa Region or Peace Corps. This greater number of restrictions reflects the shift to more rural locations.

Volunteer Attrition: From Special Services logs it is seen that 51% of all Ghana early terminees gave Job/Project/Assignment as the primary reason for early termination. The most common reasons within this category seem to reflect programming problems: "no suitable assignment; program change resulted in an unsuitable assignment; assignment completed before end of tour." The Peace Corps/Ghana staff indicated attitude and expectations as prime causes, and the current Peace Corps/Ghana volunteers gave the following common reasons: "lack of flexibility", "lack of committment", and "disillusionment with Ghana", and sometimes "lack of a viable job." The reasons given by staff and current volunteers place much more emphasis on individual motivations and adaptability than on the job, the opposite of what the early termineess indicate.

In addition, many volunteers and ministry officials expressed concern for the committment of other Peace Corps volunteers, noting that Peace Corps made it very easy for people to go home early, leaving their schools or jobs with an empty job slot with no replacement. It should be noted that if committment and personal attitudes are underlying causes for early terminations (a fact that only future research can determine), then it is controllable during selection and training.

Volunteer Related Issues

Volunteer Life Style: The volunteers are generally sensitive to Ghanaian customs and their living styles are acceptable to Ghanaians. Appearance and dress in the classroom is appropriate and acceptable. However, after work, many of the volunteers put on "more comfortable" clothes which Ghanaians find unacceptable.

There is little clustering of volunteer placements and many volunteers are in rural areas, often in sites where a Ghanaian is unwilling to go (see map). Occasional clustering does occur in some of the larger cities and at some schools (4 or more volunteers). However, the map does not show the cluster with other volunteer agencies (CUSO and VSO), and occasionally there will be 6 to 10 expatriate teachers in one school which is not conducive to achievement of Goals 2 and 3.

The volunteers do not seem to mind going to schools where Ghanaians do not want to go and appear to prefer the rural areas to urban ones. Consequently, as a result of this dispersion, Peace Corps volunteers are not very visable, and the size of the program or the number of volunteers did not arise as an issue.

Housing: Volunteer housing is quite adequate and usually very nice. Volunteers are provided housing by the government that

is equivalent to that received by Ghanaian counterparts. One difficulty is that the housing is frequently on a school or government compound and isolated from the towns, thus separating volunteers from Ghanaian communities. Another difficulty is that there is a serious shortage of housing. It is not uncommon for a non-education Volunteer to wait several months before a house can be provided even though housing had been promised. In some cases volunteers have terminated early because they could not find housing and the Peace Corps/Ghana staff has spent much time and energy on the housing problem. This is one area that causes volunteer distrust of staff as they blame staff when housing does not materialize and feel staff is not doing its job.

Allowances: Volunteer living allowances are inadequate. Although the allowances were raised from $175 per month to $198 during the time of the evaluation, it is questioned whether the 13% raise will be sufficient since Ghana has experienced an estimated 50% inflation rate within the last year. It will be necessary to review the situation carefully and perhaps raise it periodically if inflation continues to rise.

TABLE VIII

Map of Ghana Showing Number of Volunteers and Their Locations 1/

1/ Only Regional Capital Cities Shown.

SECTION VII

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Major Findings and Recommendations

1. Existing organizational tools are inadequate for the recent policy shift to technology transfer programming. Peace Corps/Ghana continues to use training, programming, evaluation and management tools which are no longer sufficient in the newer program areas of agriculture and rural development which emphasize technology transfer. An approach based on administrative methods which may have been adequate for slot-filling programming in education is no longer adequate in each of the major "tool" areas mentioned above in programs having to do with behavioral change at a grassroots level.

Recommendations:

Initiate in-service training and technical assistance workshops for programmers and in-house trainers over a period of four months, perhaps in collaboration with other African Peace Corps countries, which includes at least the following curriculum:

- Training theory and practice.
- Program planning.
- Evaluation theory and practice.
- Management skills: communications, negotiations, consultation/counselling, constructive confrontation, leadership styles, small group management and group dynamics.

2. Staff/Volunteer relations are not good. Communications and management styles of volunteers' staff are inadequate for effectively managing volunteers in Ghana. Peace Corps Volunteers feel that staff are often not responsive to their professional and personal needs.

Recommendations:

Improve management skills of Peace Corps/Ghana staff through in-service training workshops mentioned earlier. Improve, in both quantity and quality, site visits, mid and close of service conferences, program planning, implementation and evaluation processes and techniques, and consultation/helping skills of Peace Corps/Ghana staff.

3. Programming policies and procedures between Peace Corps/Ghana, headquarters, and the U. S. Embassy are unclear. The procedures for initiating innovative programs such as the University Year for ACTION program through Peace Corps into Ghana are unclear. Policies having to do with initiating Peace Corps programs (such as in health) in Ghana which are not supported by the U. S. Embassy are unclear. These procedures and policies are critical since U. S. Embassy policy in Ghana is to actively screen new American programs and numbers of Americans employed there.

Recommendations:

Clarify policies and procedures with the U.S. Embassy.

4. Peace Corps/Ghana has recommended a shift from education to agriculture and rural development over the next five to eight years.

Recommendations:

The evaluation team recommends exercising a policy of a gradual phase-down of the education sector and a gradual increase in agriculture and rural development while carefully assessing the situation jointly with ministry officials and the Peace Corps/Ghana Advisory Council.

The evaluation team also recommends programming volunteers in agriculture and rural development:

- In interdisciplinary teams which may include third year volunteers.
- In a few locations thereby minimizing location specific variables and the travel difficulties experienced by staff.
- Based on action-research methods.
- Over a period exceeding the two year service period.
- With goals which are targeted toward specific groups and which include specific measures of success.
- With training and on-going evaluation processes which are compatible with the task.
- With the aid of a revised Country Management Plan which allows one to track program accomplishments and processes quickly.

5. Peace Corps/Ghana has recommended collaborating with international development agencies such as USAID and the World Bank in their agriculture and rural development programs. Recent policy changes in these agencies toward employment and income generating development

strategies for the rural and urban poor, makes collaboration among the organizations now possible.

Recommendations:

The evaluation team supports collaboration but recommends that Peace Corps/Ghana not develop a dependence on donor agencies for their programs. Donor agencies have their share of programming problems as well, and there is no guarantee of improved performance.

6. The Country Management Plan is basically a burdensome administrative tool. The CMP currently serves headquarters' need for recruiting and budgeting purposes and serves no useful purpose in the field. The document takes an inordinate amount of man-days to produce while serving only a limited purpose.

Recommendations:

Redesign the Country Management Plan so that it serves the program management needs of the field, the needs of Washington and the needs embodied in the Peace Corps Act with regard to Goals Two and Three.

7. Peace Corps/Ghana's approach to programming is primarily one that reacts to initiatives from the government. Very little proactive initiative is taken by the Peace Corps/Ghana staff in identifying and selling new and innovative programs in Ghana, especially those which involve AB generalists. Until this is done, numbers of volunteers are likely to remain below the current volunteer strength.

Recommendations:

Peace Corps/Ghana staff should develop in-house systems for a more assertive approach to programming. This might be accomplished through: better use of senior Ghanaian staff, better and more creative staff meetings, more frequent and improved meetings with ministry officials, improved working relations at the operational level, a policy development meeting with the Advisory Council, policy announcements to the respective ministry officials, program experimentation, and the announcements and support of the U. S. community in seeking ideas and support for this new policy.

8. Staff/Washington relations can be improved. Communication has often deteriorated in the past.

Recommendations:

Delegate a broader spectrum of authorities to the Country Director These authorities should be delegated in accordance with the re-designed Country Management Plan. The Country Management Plan should be designed in accordance with recommendation number six above and should serve as the overall guiding document for Ghana. The Country Management Plan should include measures of success (or performance criteria) for the country program as well as for each Management Unit.

Specific Findings and Recommendations

SPECIFIC FINDINGS AND RECOMMENDATIONS

ISSUES	FINDINGS	RECOMMENDATIONS
I. Impact/Effectiveness		
A. Achievements realized in various sectors	The Peace Corps program is making substantial contributions to Ghana's development. (See Impact/Accomplishments pg. III-4.)	Continue Peace Corps presence in Ghana with appropriate program increases/decreases.
B. Achievement of Goals 2 and 3.	Volunteers more successful in achieving Goal 1 than Goals 2 and 3.	Projected shift from education to agriculture and rural development and should correct this situation if language, technical and cross-cultural components of training are improved.
I. Future Program Prospects		
A. Size of volunteer presence	Current level of volunteer involvement is realistic and relevant given the use of the existing organizational tools by Peace Corps/Ghana. The limits of absorption by the Ghanaian Government for additionial volunteers are not known because of passive programming practices by Peace Corps/Ghana.	Improve quality of existing tools as a means of exploring absorptive limits of the Ghanaian Government for additional volunteer and for determining a realistic level of program management that can be provided by Peace Corps/Ghana staff.
I. Programming Practices & Approaches		
A. Programming Process	Not adequate for programs having to do with technology transfers. Adequate for slot-filling, but could be improved in this area also.	Improve existing tools through in-service workshops for programmers and in-house trainers.

ISSUES	FINDINGS	RECOMMENDATIONS
B. Program Development	Limited to responding to Ghanaian Government initiatives; inadequate job descriptions for agricultural volunteers.	Pursue more assertive programming approach. Improve job descriptions through improved task analysis.
C. Program Implementation, i.e., program management and support.	Generally inadequate for all program areas.	Improve program agreements between only Peace Corps/ Ghana and volunteers; improve existint volunteer staff contact areas, e.g., in-service conferences, consultations and technical assistance.
D. Ratio of specialists to generalists.	Inappropriate for agriculture and rural development sector.	Program interdisciplinary teams in agricultural and rural development programs.
E. Program Evaluation	Generally inadequate for all program areas.	Improve on-going evaluation system of all programs.
F. Adequacy of Country Management Plan as management tool.	Country Management Plan currently serves organizational needs; not used as management tool.	Redesign Country Management Plan to serve programmers management needs in the field as well as headquarters needs. See section on Country Management Plan.
IV. Training		
A. Emphasis given to three components.	All three components generally inadequate.	Build future training on basis of in-depth training task analysis and problem diagnosis; design future training according to volunteer and

ISSUES	FINDINGS	RECOMMENDATIONS
		program needs; increase emphasis of language and cross-cultural training as means of attaining Goals 2 and 3.
1. Language Training	General method used is appropriate, but instructors unskilled in training Americans. Volunteers often learn wrong dialect due to inefficient posting. Generally inadequate for more than superficial language skills.	Improve staff training for language instructors; reconcile Ghanaian and American theories about how "naive Americans" learn; emphasize more language training in post-service training; post volunteers at beginning of training.
2. Technical Training	Generally inadequate for all program areas; insufficient emphasis on working within Ghanaian system and on requisite skills; inventory of available skill building capabilities limited to education sector and to superficial levels.	Build future technical training on basis and problem diagnosis; expand skill capabilities of trainers through in-service workshops and through Personal Service Contracts.
3. Cross-Cultural Training	Generally limited to basic survival skills and area studies.	Build future cross-cultural training on basis of in-depth task analysis and problem diagnosis; emphasize experiential and behavioral-based learning techniques which deal with affective domain.
B. Training Process	Generally inadequate for shift to technology transfer programming.	Improve training process through in-service workshops for Peace Corps/ Ghana programmers and in-house trainers.

ISSUES	FINDINGS	RECOMMENDATIONS
V. Other Specific Issues		
A. Advisory Council	Too new to assess effectiveness, but membership and purpose of Council is appropriate for needed policy sanctions by Government of Ghana and for program development.	
B. Proposed Shifts/ Changes		
1. Secondary Education	Current shortages for trained teachers are in math, the general sciences, physics, chemistry and business.	Evaluation team supports current policy of Peace Corps/Ghana of secondary education while carefully assessing the situation with ministry officials and the Advisory Council.
	First year largely spent learning on-the-job.	
	Peace Corps Volunteers often feel frustrated due to their slot-filling role.	Improve post-service training and in-service training and technical assistance provided by Peace Corps/Ghana staff and supervisors as a way of getting Peace Corps Volunteers to be productive sooner.
		Create conditions for secondary jobs which allow Peace Corps Volunteers to innovate and improve their primary job. Examples are in-service teacher training, syllabus revision, the sponsoring and publication of a professional journal of education as a forum for new ideas and the development of teaching aids.

ISSUES	FINDINGS	RECOMMENDATIONS
2. Teacher Training	Current priority of Government of Ghana is in teacher training as a way of moving toward self-sufficiency.	Evaluation team supports current policy of Peace Corps/Ghana in emphasizing teacher training especially in math and physics.
	Peace Corps Volunteers feel thay can best be utilized with first and second year students, as third and fourth year students often unwilling to accept Peace Corps Volunteers as credible teacher.	Important to maintain Peace Corps Volunteer continuity throughout educational program.
	Possible that this Management Unit can expand into other subject areas.	Improve technical training of Peace Corps Volunteers so Peace Corps Volunteer can deal with students better.
	Counterparts are necessary to upgrade quality of teacher training colleges.	Explore new subject areas.
		Encourage Government of Ghana to assign counterparts to volunteers where slots have been identified for replacement by specific Ghanaian teachers.
3. Health	Peace Corps/Ghana strongly advised by U. S. Embassy to stay out of health programming due to disorganized state of Ministry of Health and current development strategy of USAID regarding the ministry.	Consult with USIAD and Embassy officials to up-date assessment of situation and clarify policies between Embassy and Washington in this area.
4. Universities	University teachers fulfilling necessary need, doing a good job and seem to be content.	Proposed plan by Peace Corps/Ghana to phase out of university program should be reviewed in light of volunteer availability and the need of the universities.

ISSUES	FINDINGS	RECOMMENDATIONS
	Peace Corps Volunteers working at B.R.R.I. feel frustrated due to unclear job definition.	Peace Corps/Ghana should insist that B.R.R.I. officials improve their definitions of Peace Corps Volunteer jobs before they are recruited and while they are employed.
5. Sports	Program has deteroriated due to lack of support.	Discontinue program, if the Sports Council continues not to provide support.
6. Institute of Journalism	Peace Corps Volunteers feel frustrated due to lack of job definition; support and possible mis-match between their skills and job.	Evaluation team supports Peace Corps/Ghana policy of phasing-out of program over the next five years.
7. Agriculture and Rural Development	Current development priority of Government of Ghana is self-sufficiency in food production, employment and income generation.	Evaluation team supports policy shift toward increasing numbers of Peace Corps Volunteers in agriculture and rural development including AB generalists.

APPENDIX A

GLOSSARY OF TERMS *

AF (Africa Region): One of the three Peace Corps administrative regions encompassing all of the African countries outside of North Africa which utilize Peace Corps Volunteers.

APCD (Associate Peace Corps Director): This person (also referred to as a program manager) manages a specific program area and is primarily responsible for the design of the training program, the technical assistance objectives of the program area as well as the investigation of new programming possibilities.

Attrition: A reduction of Peace Corps Volunteers chiefly as the result of their resignation.

CMP (Country Management Plan): A plan designed by in-country staff, listing all management units (see management unit definition). It also includes country projections, management unit objectives, country philosophy, description of host country needs, and all Peace Corps country statistics (budget, host country contributions, staffing patterns).

Complexity Rating: The ratio of the number of volunteer requests to the number of skill codes which indicates the number of different jobs in a specific project.

COS (Close of Service): Term used to refer to a volunteer's completion of service.

Early Termination: Term used when a trainee or volunteer does not complete his/her tour of service.

Fill Rate: The number of trainee starts divided by the number of requests for trainees. (i.e. #starts/#request).

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* Defined as used in this evaluation

Generalists: Persons who do not possess specialized skills; usually refers to AB Generalists or ABG's.

HCC (Host Country Contribution): Cash or in-kind (e.g. housing, transportation) contributions given by various agencies within a specific country, for the support of the Peace Corps Volunteer working there.

HCN (Host Country National): Citizen of a particular country.

Individual Placement (IP): A non-matrixed PCV who received an individual job placement and thus is not included in a particular project.

IO (International Operations): A branch of ACTION referring to the Peace Corps.

LA (Latin America Region): One of the three Peace Corps administrative regions encompassing countries in South America, Central America and the Caribbean which utilize Peace Corps Volunteers.

M.U. (Management Unit): A management unit is the largest meaningful grouping of volunteers whose activities are directed towards common primary goals.

Management Unit Review Report ("204"): The document which provides information about the problems being addressed, the activities undertaken, and the goals/objectives for a group of volunteers being managed as a unit.

Matrix: Source of all approved and invitable Peace Corps programs including project summary sheets for each country project, giving all dates, requested and substitute skills/titles and restrictions attached to a country project.

Matrixed Volunteer: A person who has been requested for a specific project in a specific country program.

NVSACQ (National Voluntary Services Adivsory Council Questionnaire): A survey questionnaire which was mailed to all active Peace Corps Volunteers in the summer of 1975 under the auspices of the President's National Voluntary Services Advisory Council.

NMS (Non-Matrix Spouse): A married person who enters Peace Corps without a specific job because his/her spouse was accepted for a Peace Corps Volunteer position in a specific program.

NANEAP (North Africa, Near East, Asia & Pacific Region): One of the three Peace Corps administrative regions encompassing countries in the above areas which utilize Peace Corps Volunteers.

OJT (On the Job Training): Training received by a PCV while engaged in a particular job for purposes of increasing his/her effectiveness.

Peace Corps Goals: The three goals of Peace Corps as stated in the Peace Corps Act:

1. Meeting the needs for trained manpower
2. Promoting a better understanding of the American people on the part of the people served
3. Promoting a better understanding of other people on the part of the American people.

PCVL (Peace Corps Volunteers Leader): A volunteer chosen to be a liaison between the staff and volunteers with minor supervisory responsibilities. This person is usually a second or third year volunteer.

PEQ (Program Evaluation Questionnaire): A questionnaire which assesses aspects of volunteer service and is administered to volunteers at their mid-service and close of service.

PTR (Program Technical Representative): This person performs the same function as the APCD (see definition)

Project Description ("104"): The document which provides information about the project and job(s) for use by the respective region, the Office of Recruitment and Communication (ORC) and the applicants.

Projection: Estimates of the number of volunteers requested for a specific program, with fill rate (how many people will actually accept the invitation) taken into consideration.

Slot Filling: Filling host country requests for volunteers without investigating further or new programming possibilities.

APPENDIX B

METHODOLOGY

General Approach

The general methodology outlined in the draft document "Guidelines for Peace Corps Country Program Evaluations" (March 1976) was used as the basis for this particular evaluation. The purpose of the Guidelines is to provide for a carefully designed and systematic approach to Country Program Evaluations. Because they provide a general model, the process advanced therein must be adapted to the specific needs of each country. In this case of Peace Corps/Ghana Program Evaluation, the following outlines the manner in which this was done.

Phase I: Pre-Visitation Research (Washington)

The overall purpose of this phase was to conduct basic research and identify key issues or trends in Peace Corps' program in Ghana. This was done in the following manner.

(1) Interviews with Agency personnel (3).

(2) Interviews with former Peace Corps/Ghana staff (2) and returned Peace Corps Volunteers (3).

(3) Review of previous evaluations and studies.

(4) Review and assessment of programming documentation including Country Management Plan, Project Description, Management Unit Review, Project Profiles, etc.

(5) Conduct of and development of Basic Research Paper, the essence of which is interspersed throughout the report.

(6) Development and review of Project Briefing Book.

(7) Development of country-specific questions.

(8) Conduct of project team orientation session.

Phase II: Issue Verification and Resolution (In-Country)

The overall purpose of this phase was to verify issues, identify contributing factors and formulate specific suggestions based on an assessment of the current situation in the field. This involved:

(1) Interviews with six key host country officials in the central government, 12 regional government officials, seven Peace Corps staff, 83 Peace Corps Volunteers, 14 third party officials and members 16 supervisors and 5 other Ghanaians. A total of approximately 136 people were interviewed.

(2) Visitations were made to 34 posts. The overall in-country itinerary is attached.

Phase III: Analysis and Program Follow-up (In-Country and Washington)

(1) Joint review of data and findings by evaluation team members.

(2) Correlation of data derived from such basic instruments as the M.U. Assessment Sheets as well as other analytic tools that derived from field interviews.

(3) Conduct of exit interviews with Country Director, Peace Corps/Ghana staff and U.S. Embassy.

(4) Presentation of results to key Agency staff in Washington throughout a series of debriefings.

(5) Writing of final report.

SUMMARY OF INTEFVIEWS

PCVs - 83

	Seen	Total
Animal Ext.	3	5
Rural Community Development	0	2
Forestry	5	6
Crop Ext.	5	6
Environment	2	4
Teacher Training	14	30
Secondary Education	40	106
Universities & B.R.R.I.	10	13
Journalism	1	3
Sports	3	4
Total PCVs	83	179

B-3

Ministries - 6

Education - 1
Forestry - 2
Health - 1
Wildlife - 1
Economic Development - 1

Third Party - 14

Aid - Agriculture, Health, Industry, Auditors - 6
VSO - 1
CUSO - 4
World Bank 1
Development Alternatives - 2

Regional Ghanaian Officials - 12

Headmasters, Principal, Ghanaian - 9

Headmasters, Principal, Ex. - Pat. - 5

Other Supervisors - 2

Others - 5

88

ITINERARY

4/20 Arrived in Accra.

4/21 Met with Peace Corps staff to discuss scope of evaluation and methodology. Met with AID auditors regarding training contract; individual meetings with program officers.

4/22 Met with U. S. Ambassador and Deputy Chief of Mission; individual meetings with program officers and other Peace Corps staff members.

4/23-4/24 Established format for evaluation, methodology and questions; established itinerary; interviewed volunteers at Peace Corps office.

4/25 Off

4/26 Evaluator 1 travelled to Volta Region interviewing volunteers and supervisors. Evaluator 2 left for Cape Coast. Evaluator 3 visited Kibi, Nkawkaw and Nkwatia interviewing volunteers and supervisors.

4/27 Evaluator 1 continued visit to the Volta Region. Evaluator 2 interviewed volunteers and supervisors in Cape Coast. Evaluator 3 continued to Tafu and Kukurantumi.

4/28 Evaluator 1 interviewed ministry officials and volunteers in the Greater Accra Region. Evaluator 2 met with regional government officials in Secondi; continued to Tarkwa. Evaluator 3 interviewed regional government officials in Koforidua, continued to Akwatia.

4/29 Evaluator 1 interviewed Ministry and USAID officials in Accra; Evaluator 2 continued to Enchi and returned to Tarkwa. Evaluator 3 continued to Oda, Nsaba and Winneba.

4/30 Evaluator 1 interviewed Ministry Officials, directors of the Canadian Volunteer Organization and Accra Peace Corps volunteers. Evaluator 2 returned to Accra via Takoradi, Budoasi and Cape Coast. Evaluator 3 continued at Winneba and returned to Accra.

5/1 Met with ministry officials; mid-point review; meetings with program officers.

5/2 Evaluator 1 remained in Accra. Evaluator 2 left for Agogo. Evaluator 3 travelled to Tamale and then to Navrongo interviewing volunteers and their supervisors.

5/3 Evaluator 1 travelled to Ashani Region interviewing volunteers and supervisors. Evaluator 2 continued to Sunyani and interviewed regional government officials. Evaluator 3 continued visit to Navrongo; interviewed volunteers and regional government officials in Bolgatanga.

5/4 Evaluator 1 continued visit to Ashanti Region; interviewed regional government officials in Kumasi. Evaluator 2 continued to Dornea and Berekum. Evaluator 3 returned to Accra and interviewed Pointer training officials.

5/5 Evaluator 1 continued to Ashanti Region; returned to Accra. Evaluator 2 returned to Accra. Evaluator 3 interviewed volunteers at the University of Ghana; interviewed some program staff.

5/6 Review findings and prepare for final debriefing.

5/7-5/8 Continue preparation; individual debriefing sessions with program officers.

5/9 Off

5/10 Final debriefing with entire program staff; debriefing with Deputy Chief of Mission at the U. S. Embassy; departed Ghana that night.

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